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Data and Materials Related to
WELFARE PROGRAMS FOR FAMILIES WITH CHILDREN

Prepared by the Staff for the Use of the

COMMITTEE ON FINANCE
UNITED STATES SENATE

Lloyd Bentsen, *Chairman*

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PART I

AID TO FAMILIES WITH DEPENDENT CHILDREN

A. Description of Program

The Aid to Families with Dependent Children program was enacted in 1935. It was proposed as part of President Roosevelt's system of "social security," and became law when the President signed the Social Security Act in August 1935. The original legislation was designed to provide Federal matching funds to the States to allow them to make cash payments on behalf of needy dependent children. The purpose clause of the program has since been amended, and, currently, provides both for the provision of cash assistance, and for services to help maintain and strengthen family life, and to help parents or relatives of needy children "to attain or retain capability for the maximum self-support and personal independence consistent with the maintenance of continuing parental care and protection."

BASIS FOR ELIGIBILITY

In order for a child (and parent) to be eligible for assistance, the child must be found by the State welfare agency to have been deprived of parental support because of the death, continued absence from the home, or physical or mental incapacity of a parent. The child must be living with a parent or other specified relative, and be under age 18, or, at the option of the State, under age 19 and expected to complete a full-time course in secondary school or equivalent level of vocational or technical training before his 19th birthday.

At the option of the State, a child (and parents) may also be eligible for assistance if the parent who is the principal earner in a two-parent family is unemployed. By regulation, the term "unemployment" is defined as working fewer than 100 hours a month. Twenty-six States, Guam and the District of Columbia are currently providing assistance to families with an unemployed parent. (Table A-9 gives State-by-State data for the AFDC-UP program for fiscal year 1986.)

CHILD SUPPORT AND PATERNITY ESTABLISHMENT REQUIREMENTS

As a condition of eligibility for assistance, each applicant and recipient must assign the State any rights to support the individual may have in his own behalf or in behalf of any other family member who is applying for assistance, as well as any rights to support that have accrued at the time the assignment is executed. In addition, each applicant and recipient must cooperate with the State agency in establishing the paternity of a child born out of wedlock and in obtaining support payments, unless the individual is found to have good cause for refusing to cooperate. A description of how the child support enforcement program works is included in Part II of this document.

EMPLOYMENT AND TRAINING REQUIREMENTS

The Federal statute requires that each applicant and recipient of assistance, with specified exceptions, must register for and participate in Work Incentive (WIN) program activities to which they are assigned. These activities may include job search, institutional training, on-the-job training, and other employment-related activities. Those who by law are excluded from the WIN participation requirement are: (1) a child under age 16 or a full-time student; (2) persons who are ill, incapacitated, or of advanced age; (3) a person living in an area remote from a WIN site; (4) a person needed in the home to care for another member of the household who is ill or incapacitated; (5) the parent or relative of a child under age 6 who is providing care for the child except for brief and infrequent absences; (6) a person working at least 30 hours a week; (7) a pregnant woman whose child is expected to be born in the next three months; and (8) a parent if the other parent is required to register.

The law prescribes penalties for persons who refuse to participate in WIN without good cause. In the case of a single-parent family, the penalty is loss of benefits payable on behalf of the parent (or caretaker relative) who refuses to comply. In this case, protective payments must generally be made on behalf of the other family members. If the principal earner in a two-parent family eligible on the basis of the parent's unemployment refuses to comply, the penalty is loss of benefits to the entire family. The period for loss of benefits is three months for the first refusal to comply, and six months for the second and any subsequent refusals.

States may also require individuals to participate in State-administered Community Work Experience (CWEP) programs, WIN demonstration programs, and in State-administered job search programs. All of these programs are required to be administered under the authority of the State welfare agency. The requirements for participation, and penalties for non-participation, are generally the same as those for the WIN program. See Part III for additional information on AFDC employment and training programs.

INCOME AND RESOURCE REQUIREMENTS

In order to be eligible for AFDC, a family must have countable income that is below the State's "standard of need," which varies by family size. In practice, not all families with countable income below the applicable standard of need actually receive any benefits. States may have payment standards that are below the need standard. Benefits are usually computed by subtracting countable income from the payment standard. There are no Federal rules that tell States how to determine their need and payment standards, or how to adjust them. Tables A-1 through A-5 provide data relating to State benefit levels for various size families.

Federal law provides that no family may be eligible for AFDC if the family's gross income exceeds 185 percent of the applicable standard of need, excluding, at the option of the State, earned income of a child who is a full-time student, for a period of up to six months.

Federal law also establishes resource (i.e., asset) limitations. No family can be eligible for assistance if the combined value of its resources (reduced by any debts with respect to such resources) exceeds $1,000, or such lower amount as a State may determine. Excluded from this resource limitation are: a home, an automobile (within a value limitation established by Federal regulation), and burial plots and funeral agreements that meet Federal regulations. Regulations also allow States to exclude basic maintenance items that are needed for daily living, such as clothes, furniture, and other similarly essential items of limited value.

How to Count Income

Unearned income is generally counted as available to the family, and AFDC benefits are reduced dollar-for-dollar for any unearned income, such as social security benefits, that a family may have. However, the Federal statute provides specifically for the disregard of $50 in child support payments that a family receives in any month, and for certain amounts of a stepparent's income.

In addition, the statute sets out rules that must be followed in determining how much of a family's earned income may be counted. These rules differ for applicants and recipients.

For purposes of determining eligibility for applicants, States must disregard (1) the first $75 of monthly earnings of each individual in the family unit; and (2) the actual cost of day care, up to $160 a month, for each child in the family unit (or an amount less than $160 if an individual is not working full time).

For purposes of determining benefit amounts for recipients, States must disregard, in addition to the above-mentioned amounts, $30 plus one-third of additional monthly earnings. However, the one-third disregard may be applied for only four consecutive months of earnings, and the $30 disregard for an additional eight months (a total of 12).

Benefit Levels

Each State establishes a "standard of need" for a family of a given size to cover the family's basic needs. As noted earlier, States also establish a payment standard, which may be lower than the standard of need. It is this amount that generally represents the maximum benefit that is payable to a given family. In California (the State with the highest maximum, other than Alaska), the maximum amount payable to a family of three (parent and two children) is $617 a month. This is more than five times the maximum benefit level for a family of the same size in the State of Alabama, where the maximum is $118 a month. (See table A-1 for State-by-State benefit levels for a family of three as of January 1987.)

This variation is lessened by the availability of food stamps. Combined AFDC and food stamp benefits are valued at $720 a month in California, or more than twice the combined value of AFDC and food stamps in the State of Alabama, where the value of combined benefits is $332 a month. (See table A-1.)

Table A-2 shows maximum AFDC benefits by family size for each State. Tables A-4 and A-5 show maximum benefits (AFDC and AFDC plus food stamps) for 1977, 1982, and 1987.

FEDERAL-STATE MATCHING REQUIREMENTS

Federal matching for AFDC benefits varies from State to State and reflects, within limits, State per capita income. The statute provides for a minimum Federal matching share of 50 percent, and a maximum Federal share of 83 percent. Currently, the Federal Government pays about 54 percent of the cost of AFDC in all States. The highest Federal share is paid in Mississippi, where the Federal share for fiscal year 1987 is 78.5 percent. The formula that is used by the States for AFDC is the same that is used for Medicaid. (States may use an alternative formula that was established specifically for AFDC, but, because the Medicaid formula is more beneficial except for States with very low benefit levels, all States now have chosen to use the Medicaid formula.)

Some States have experienced considerable change in the percentage of Federal matching to which they are entitled as the result of a change in their relative per capita income. For example, New Hampshire's matching rate dropped from about 61 percent in fiscal years 1980-81, to about 53 percent in 1987. Similarly, Virginia's matching rate declined from about 57 percent to 52 percent in that same time span. Other States have experienced increases in their matching. For example, Idaho's matching share increased from about 66 percent in fiscal years 1980-81 to about 71 percent in fiscal year 1987. Michigan's matching share grew from 50 percent to about 57 percent over that same time span.

The Medicaid formula is as follows:

> State share = State per capita income squared/national per capita income squared × 45 percent
>
> Federal share = 100 percent − State share (with a minimum of 50 percent and a maximum of 83 percent)

In addition to paying the above-described share of benefit costs, the Federal government also pays 50 percent of each State's costs of administration, and 90 percent of the costs of planning, developing and installing statewide mechanized claims processing and information retrieval systems. All matching is on an open-ended entitlement basis.

The Federal government pays 75 percent of the cost of benefits in Puerto Rico, Guam and the Virgin Islands. However, there is a dollar limitation on the amounts that may be paid to each of these jurisdictions.

(See table A-11 for Federal matching rates.)

ADMINISTRATION

At the Federal level, the AFDC program is administered by the Department of Health and Human Services. At the State level, it is administered by the State welfare agency, or, at State discretion, by local governments under State welfare agency supervision.

B. Relationship to Other Programs

RELATIONSHIP TO THE FOOD STAMP PROGRAM

As a result of P.L. 99-198, households in which all members receive AFDC are automatically (categorically) eligible for food stamps, as long as they meet food stamp employment-related requirements and certain other food stamp rules. About 80 percent of AFDC recipients actually receive food stamps. The amount of the AFDC payment that a family receives is considered as countable income for purposes of determining the amount of the food stamp benefit that a family is entitled to receive, with the result that one dollar of AFDC reduces the food stamp benefit by $.30. Because the food stamp benefit is reduced by $.30 for each additional dollar of AFDC income, a State must spend $1.43 to effectively increase the family's total income by $1.

The food stamp law was amended in 1985 (P.L. 99-198) to allow States to operate projects under which households including one or more members who are recipients of AFDC, SSI, or Medicaid benefits will be eligible for food stamps regardless of the food stamp program income and asset requirements, as long as the household income does not exceed 130 percent of the Federal poverty level. Benefits to these households are to be based on the size of the household and (1) the AFDC benefit, (2) the Medicaid income eligibility standard, or (3) at State option, the AFDC or Medicaid standards of need. The Secretary of Agriculture must adjust the benefits received by these households to ensure that the average benefit by household size is not less than the average that would have been provided under regular food stamp benefit determination rules. There can be no more than five Statewide projects and not more than five projects in political subdivisions of States. The processing of applications for, and determinations of eligibility to receive, benefits under the food stamp and AFDC programs are to be simplified and unified to the extent practicable for households participating in the projects.

The food stamp program is generally administered at the local level by the same personnel who administer the AFDC program.

RELATIONSHIP TO MEDICAID

All AFDC recipients are automatically (categorically) eligible for Medicaid. AFDC recipients may retain categorical Medicaid eligibility for a period of time after losing AFDC eligibility in certain specific circumstances. A provision in the Child Support Enforcement Amendments of 1984 required States to continue to provide Medicaid benefits for four months to families that lose AFDC eligibility as the result (wholly or partly) of increased collection of support payments under the Child Support Enforcement program. (The family must have received AFDC in at least three of the six months immediately preceding the month of ineligibility.)

The law also requires the continuation of Medicaid benefits for families that lose AFDC benefits because of earnings. A "work transition" provision in P. L. 98-369 (Deficit Reduction Act of 1984) requires States to continue Medicaid benefits for nine months for families that lose AFDC eligibility due solely to the 4 and 12 month time limitations on the $30 plus one-third and the $30 disregards that are applied to earned income. States may provide Medicaid for an additional 6 months to families that would be eligible for AFDC if these disregards were applied. Finally, States must also provide for a continuation of Medicaid benefits for a period of four months in the case of a family that loses benefits as a result of increased hours of, or increased income from, employment. This provision would apply to a family that loses AFDC because of earnings that are at a level that would make the family ineligible even if the one-third disregard were used in determining its eligibility for an AFDC benefit. It would also apply to a family receiving AFDC on the basis of the unemployment of the principal earner if the family becomes ineligible because the principal earner works more than 100 hours in a month. (See Part IV for additional information on the Medicaid program.)

RELATIONSHIP TO THE SSI PROGRAM

The AFDC statute provides that, if an individual is receiving benefits under the Supplemental Security Income (SSI) program, that individual may not be considered a member of an AFDC family for purposes of determining the amount of the benefits of the family and the individual's income and resources may not be counted as income and resources for purposes of the AFDC family.

C. Trends in AFDC Enrollment

The number of individuals on the AFDC rolls grew rapidly during the 1960's, from 3 million in 1960 to 8.5 million in 1970. The growth continued in the early 1970's, reaching a peak of 11.3 million in 1975. The program enrollment dipped in the second half of the 1970's, but began growing again in 1980. It dipped again in 1982 as the result of program reductions enacted in 1981. The rolls have shown low to moderate growth in the years since then. The average monthly number of recipients in 1986 was 11 million, still below the peak number of 11.3 million in 1975. (See tables A-6 and A-7.)

D. Characteristics of Recipients

The characteristics of AFDC recipients have changed over time. In general, AFDC families have become smaller, many of the mothers are younger, and more recipient children are of preschool age.

Specifically, in 1983, 56 percent of AFDC mothers were under age 30, compared with 41 percent in 1969. In 1984, about 74 percent of AFDC families had either one or two children. In 1969, about 50 percent had either one or two children. In 1984, 44 percent of AFDC cases included only one child, compared to 27 percent of AFDC cases with one child in 1969. In 1984, 43 percent of AFDC children were under age 6, compared to 33 percent in 1969. The basis of eligibility of AFDC children has also been changing. In 1984, about 46 percent of children were eligible on the basis of illegitimacy, compared with 28 percent in 1969. (See table A-13.)

According to the most recent data available (1984), 41 percent of AFDC caretaker relatives were white, 42 percent were black, and

13 percent were Hispanic. The basis of eligibility for AFDC children breaks down as follows: incapacity—4 percent; unemployment—9 percent; death—2 percent; divorce or separation—36 percent; no marital tie—46 percent; and other or unknown—3 percent. The median number of months a family was on AFDC was 26.

Of the approximately 3.7 million adults on the AFDC rolls in 1984, about 60 percent were exempt from participation in work programs. About 73 percent of those exempt were exempt because they were caring for a child under age six. About 7 percent were exempt because of age or poor health.

Characteristics of AFDC families vary significantly among the States. These variations reflect both a difference in the characteristics of the general population, and in the relative generosity of State benefit levels. Examples of AFDC characteristic differences among States include:

Shelter arrangement of AFDC families.—About 28 percent of AFDC families in the State of Massachusetts either live in public housing or receive some form of HUD rent subsidy. Only 7 percent of families in Wyoming have these kinds of housing subsidies. The average for the Nation is 17 percent. About 32 percent of AFDC families in South Carolina live in shared living arrangements, compared to negligible numbers of families in such States as California and Massachussetts. The National average is about 5 percent. (See table A-15.)

AFDC families by race of caretaker relative.—Eighty-nine percent of AFDC family caretaker relatives in the State of Iowa are white, compared to 11 percent in Mississippi. The National average is 40 percent. In New Mexico, 60 percent of caretaker relatives are Hispanic, while many States have very low or negligible numbers of Hispanics. The National average is 12 percent. About 50 percent of South Dakota's caretaker relatives are native Americans, compared to 1 percent for the Nation. Ninety-six percent of caretaker relatives in the District of Columbia are black, compared to a National average of 41 percent. (See table A-17.)

AFDC families by reason for deprivation of youngest child.—In the District of Columbia, the percentage of families whose youngest child is eligible for AFDC because the mother is not married is 75, compared to 24 percent in West Virginia. The National average is 51 percent. (See table A-20.)

Female adult recipients by age.—About 47 percent of Delaware's female adult recipients are age 19-25, compared to 28 percent in New York. The National average is 36 percent. (See table A-21.)

The above statistics are illustrative of the differences that exist in State AFDC populations. Tables A-14 to A-24 show selected characteristics for each State. These tables include data obtained from the integrated (AFDC, food stamps and Medicaid) quality control review schedules on cases selected for review during the months of Federal fiscal year 1984. A more complete set of characteristics tables, as well as an analysis of the data, is expected to be published shortly by the Department of Health and Human Services. (Because of some instances of small sample size and of coding errors, State-specific data should be used with caution.)

Using longitudinal data, researchers have attempted to describe the length of AFDC "spells," and the reasons why families enter and leave the AFDC rolls. The data that have generally been used for these purposes are derived from the Panel Study on Income Dynamics (PSID). The Congressional Budget Office has prepared a paper that discusses the findings that have been made, and describes the PSID, including its limitations for purposes of analyzing AFDC recipiency. The CBO paper is included in Part X of this document.

E. AFDC Foster Care

The AFDC foster care program, which had long been a part of the general program of Aid to Families with Dependent Children under title IV–A of the Social Security Act, was amended by the Adoption Assistance and Child Welfare Act of 1980. This legislation continued AFDC foster care as a required Federal matching grant program, but transferred the program to a new part E of title IV. It provided linkages between the foster care and child welfare services (title IV–B) programs to encourage less reliance on foster care placements and greater use of preventive and family reunification services. The legislation made other changes intended to help prevent inappropriate placements or long-term stays in foster care. (Tables A–25 and A–26 give data relating to numbers of foster care children and expenditures.)

F. Emergency Assistance

States are also eligible to receive Federal matching funds for emergency assistance to needy families with children. Twenty-five States and the District of Columbia elected to operate emergency assistance programs in fiscal year 1986. The statute provides limits on the length of time during which this type of assistance may be furnished, specifying that aid may not be furnished for a period in excess of 30 days in any 12-month period. Eligible families include those with a needy child under the age of 21 only where (1) the child is without available resources, (2) the payments, care, or services involved are necessary to avoid destitution of the child, and (3) the destitution or need for living arrangements did not arise because the child or relative with whom he is living refused to accept employment or training. Assistance may be in the form of money payments, payments in kind, or such other payments as the State may specify, as well as medical care or other types of remedial care, and other services specified by the Secretary of HHS. The statute specifically authorizes emergency assistance to migrant workers with families. The Federal matching rate is 50 percent. In 1986 the average monthly caseload for all States participating in the program was 33,311. Federal payments totalled $87 million. Most of the expenditures were in the States of California, Massachusetts and New York. (See table A–27 for State-by-State data.)

TABLE A-1.—GROSS INCOME LIMIT, NEED STANDARD, AND MAXIMUM MONTHLY POTENTIAL BENEFITS, AFDC AND FOOD STAMPS, ONE-PARENT FAMILY [1] OF THREE PERSONS, JANUARY 1987

State	Gross income limit (185 percent of need standard)	100 percent "need"	Maximum AFDC grant [2]	Food Stamp benefit [3]	Combined benefits	Combined benefits as a percent 1986 poverty threshold [4]
Alabama	$710	$384	$118	$214	$332	46
Alaska	1,386	749	749	197	946	104
Arizona	1,149	621	293	200	493	68
Arkansas	433	234	192	214	406	56
California	1,141	617	617	103	720	99
Colorado	779	421	346	184	530	73
Connecticut	934	505	505	136	641	88
Delaware	574	310	310	195	505	69
District of Columbia	1,317	712	364	179	543	75
Florida	740	400	264	209	473	65
Georgia	677	366	256	211	467	64
Hawaii	866	468	468	301	769	92
Idaho	1,025	554	304	197	501	69
Illinois	1,275	689	[5] 342	191	533	73
Indiana	568	307	256	211	467	64
Iowa	919	497	381	174	555	76
Kansas	697	377	[5] 377	178	555	76
Kentucky	364	197	197	214	411	56
Louisiana	1,129	610	190	214	404	55
Maine	1,032	558	405	166	571	78
Maryland	884	478	[5] 345	202	547	75
Massachusetts	908	491	491	141	632	87
Michigan (Washtenaw County)	1,232	666	[5] 503	151	654	90
Michigan (Wayne County)	1,166	630	[5] 473	160	633	87
Minnesota	984	532	532	128	660	91
Mississippi	681	368	120	214	334	46
Missouri	577	312	279	204	483	66
Montana	792	428	354	182	536	74
Nebraska	648	350	350	183	533	73
Nevada	527	285	285	202	487	67
New Hampshire	734	397	397	169	566	78
New Jersey	747	404	[5] 404	174	578	79
New Mexico	477	258	258	211	469	64
New York (Suffolk County)	1,114	602	[5] 602	123	725	100
New York (New York City)	919	497	[5] 497	155	652	90
North Carolina	958	518	259	210	469	64
North Dakota	686	371	371	177	548	75
Ohio	1,245	673	[5] 302	202	504	69
Oklahoma	871	471	310	195	505	69
Oregon	734	397	[5] 397	204	601	83

TABLE A-1.—GROSS INCOME LIMIT, NEED STANDARD, AND MAXIMUM MONTHLY POTENTIAL BENEFITS, AFDC AND FOOD STAMPS, ONE-PARENT FAMILY [1] OF THREE PERSONS, JANUARY 1987—Continued

State	Gross income limit (185 percent of need standard)	100 percent "need"	Maximum AFDC grant [2]	Food Stamp benefit [3]	Combined benefits	Combined benefits as a percent 1986 poverty threshold [4]
Pennsylvania	1,086	587	365	178	543	75
Rhode Island	931	503	[5] 503	175	678	93
South Carolina	703	380	199	214	413	57
South Dakota	677	366	366	178	544	75
Tennessee	638	345	155	214	369	51
Texas	1,062	574	184	214	398	55
Utah	1,282	693	376	175	551	76
Vermont	1,589	859	572	116	688	95
Virginia	596	322	291	201	492	66
Washington	1,480	800	[5] 492	154	646	89
West Virginia	919	497	249	213	462	63
Wisconsin	1,185	641	544	125	669	92
Wyoming	666	360	360	180	540	74
Guam	490	265	265	315	580	80
Puerto Rico	333	180	90	NA	NA	NA
Virgin Islands	387	209	171	275	446	61
Median AFDC State [6]	871	471	350	183	533	73

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[1] In most States these benefit amounts apply also to 2-parent families of 3 (where the second parent is incapacitated, or, as permitted in almost half the States, unemployed). Some, however, increase benefits for such families.

[2] In States with area differentials, figure shown is for area with benefit applicable to the largest number of recipients.

[3] Food stamp benefits are based on maximum AFDC benefits shown and assume deductions of $248 monthly ($99 standard household deduction plus $149 maximum allowable deduction for excess shelter cost), in the 48 contiguous States and D.C. In the remaining five jurisdictions these maximum allowable food stamp deductions are assumed: Alaska, $429; Hawaii, $353, Guam, $380 and, Virgin Islands $198. If only the standard deduction were assumed, food stamp benefits would drop by $44 monthly in most of the 48 contiguous States and D.C. Maximum food stamp benefits from October 1986 through September 1987 are $214 for a family of three except in these 4 jurisdictions, where they are as follows: Alaska, $293; Hawaii, $336; Guam, $315; and Virgin Islands, $275.

[4] Except for Alaska and Hawaii, this column is based on the Census Bureau's 1986 poverty threshold for a family of three persons, $8,740, converted to a monthly rate of $728. For Alaska, this threshold was increased by 25 percent: for Hawaii, by 15 percent, following the practice of the Office of Management and Budget.

[5] In these States part of the AFDC cash payment has been designated as energy aid and is disregarded by the State in calculating food stamp benefits, Illinois disregards $18. Kansas disregards $10. Maryland disregards $59. Michigan disregards $46. New Jersey disregards $25, New York disregards $53, the full amount of a benefit boost enacted in 1981 ($30) and in 1985 ($23) Ohio disregards $14, Oregon disregards $118, Rhode Island disregards $127.85, Washington disregards $46.

[6] Among 50 States and D.C.

Note—Puerto Rico was deleted because it does not have a food stamp program; instead a cash nutritional assistance payment is given to recipients.

Source: Table prepared by CRS from information provided by a telephone survey of the States.

TABLE A–2.—MAXIMUM AFDC BENEFITS, BY FAMILY SIZE, JANUARY 1987 [1]

State	2-person family	3-person family	4-person family	5-person family	6-person family
Alabama	$88	$118	$147	$177	$206
Alaska* [2]	665	749	833	917	1,001
Arizona [3]	233	293	353	412	472
Arkansas	158	192	224	254	283
California*	498	617	734	837	941
Colorado [2,4]	272	346	420	498	574
Connecticut* [5]	411	505	593	678	767
Delaware*	229	310	363	450	514
District of Columbia	286	364	441	512	601
Florida [3]	203	264	312	361	407
Georgia	214	256	302	346	375
Hawaii* [6]	390	468	546	626	709
Idaho	245	304	344	385	418
Illinois [7,2]	250	342	386	452	507
Indiana [2]	196	256	316	376	436
Iowa	322	381	443	490	545
Kansas* [8]	308	377	436	489	542
Kentucky*	170	197	246	288	325
Louisiana [9]	138	190	234	277	316
Maine [1]	301	405	509	613	717
Maryland	269	345	415	481	530
Massachusetts*	409	491	571	652	735
Michigan:					
(Washtenaw County) [10]	417	503	605	699	833
(Wayne County) [10]	387	473	575	669	803
Minnesota* [2]	437	532	621	697	773
Mississippi	96	120	144	168	192
Missouri	224	279	327	371	412
Montana [3,2]	282	354	426	501	570
Nebraska*	280	350	420	490	560
Nevada* [2]	229	285	341	397	453
New Hampshire *	336	397	451	503	572
New Jersey*	307	404	465	526	587
New Mexico*	210	258	313	359	391
New York:					
(Suffolk County)* [11]	503	602	706	800	878
(New York City)* [11]	416	497	596	683	773
North Carolina	225	259	283	309	333
North Dakota* [2]	301	371	454	516	569
Ohio	248	302	374	437	486
Oklahoma [2]	240	310	384	450	514
Oregon* [2]	338	397	482	566	645
Pennsylvania [12]	287	365	451	535	608
Rhode Island* [13]	407	503	574	646	727
South Carolina	158	199	240	281	322
South Dakota*	323	366	408	450	492
Tennessee	119	155	189	222	256
Texas [2]	158	184	221	246	284

TABLE A-2.—MAXIMUM AFDC BENEFITS, BY FAMILY SIZE, JANUARY 1987 [1]—Continued

State	2-person family	3-person family	4-person family	5-person family	6-person family
Utah	301	376	439	500	550
Vermont [14]	476	572	642	728	778
Virginia [15]	231	291	347	410	458
Washington	397	492	578	666	756
West Virginia [3] [16]	201	249	312	360	413
Wisconsin [17]	463	544	649	745	806
Wyoming* [3]	320	360	390	450	510
Guam*	205	265	310	341	171
Puerto Rico [18]	66	90	114	138	162
Virgin Islands	126	171	215	259	304
Median State [19]	280	350	415	481	530

*These States pay 100 percent of the need standard.

[1] Maximum benefit paid for a family of given size with zero countable income. Family members include 1 adult caretaker.

[2] Alaska, Colorado, Illinois, Indiana, Maine, Minnesota, Montana, North Dakota, Oklahoma, Oregon, and Texas also have a children-only schedule.

[3] Arizona, Florida, Montana, West Virginia and Wyoming have two payment schedules, one that includes shelter expenses and one that does not.

[4] Colorado no longer has separate payment schedules for winter months and non-winter months.

[5] Connecticut has three rent regions. Data shown are from rent region B which has the highest number of recipients.

[6] The Hawaii figures include shelter maximums of $215, $240, $265, $290, and $320 for an AFDC family with 2 recipients to 6 recipients, respectively.

[7] Illinois divides itself into 3 distinct areas with regard payment schedules. Data shown are from the Cook County area which includes Chicago.

[8] Kansas has a basic standard and a shelter standard. The shelter standard varies from area to area (i.e. from $76 monthly to $135 monthly). The shelter payment in Topeka, Kansas City, Witchita, and some of the other large cities is $109 monthly.

[9] Louisiana has two payment schedules—one for urban areas, from which our data were taken, and one for rural areas.

[10] Michigan has varied shelter maximums. Shown are benefits for Washtenaw County (Ann Arbor) and Wayne County (Detroit).

[11] New York has payment schedules for each social service district. Shown are the Suffolk County and New York City amounts. The figures include energy payments.

[12] Pennsylvania has four regions. The figures in the table are from region 2, which has the highest number of recipients.

[13] Rhode Island has a winter and non-winter payment schedule. The figures in the table are from the winter schedule which last from November through April. The non-winter schedules lasts from May through October.

[14] Vermont has a base amount plus a shelter maximum that depends on whether the recipient is living inside or outside of Chittenden County. The largest amount paid to recipient with no other income equals 66.7 percent of the base amount plus 66.7 percent of the shelter allowance. The shelter maximum for families living in Chittenden County is $250 per month, for those living outside Chittenden County the shelter maximum is $213 monthly.

[15] Virginia has three payment schedules. The figures shown are from area 2 which has the highest number of recipients.

[16] West Virginia has three payment schedules. The figures show the higher benefit levels.

[17] Wisconsin has two regions—one for urban areas, from which our data were taken, and one for rural areas.

[18] Puerto Rico pays 50 percent of need plus 50 percent of rent as paid. The figures assume rent at $20 a month. Officials estimated that $20 is the average amount allowed for rent.

[19] Among 50 States and D.C.

Source: Table prepared by the Congressional Research Service (CRS) on the basis of a telephone survey of the States.

TABLE A–3.—AFDC NEED STANDARD FOR A FOUR-PERSON FAMILY, BY STATE, FOR SELECTED YEARS

State	July 1970	July 1975	July 1980	January 1985 [1]	January 1986 [1]	January 1987 [1]	Percent change 1970–87
Alabama	$230	$225	$240	$480	$480	$480	108.7
Alaska	400	400	514	800	823	833	108.3
Arizona	256	282	282	282	748	748	192.2
Arkansas	176	290	273	273	273	273	55.1
California	432	389	591	660	698	734	69.9
Colorado	235	264	351	510	510	510	117.0
Connecticut	330	403	553	636	664	688	108.5
Delaware	287	287	312	336	349	363	26.5
District of Columbia	280	349	481	798	798	870	210.7
Florida	223	230	230	468	468	468	109.9
Georgia	208	227	227	432	432	432	107.7
Hawaii	263	497	546	546	546	546	107.6
Idaho	272	395	421	627	627	627	130.5
Illinois	282	317	350	713	768	778	175.9
Indiana	322	363	363	363	363	363	12.7
Iowa	300	376	419	578	578	578	92.7
Kansas	267	353	390	422	450	462	73.0
Kentucky	264	235	235	246	246	246	−6.8
Louisiana	213	203	494	661	738	750	252.1
Maine	349	349	522	641	674	702	101.1
Maryland	302	314	326	520	546	574	90.1
Massachusetts	314	[1] 368	444	515	515	571	81.8
Michigan (Washtenaw County)	NA	NA	[1] 531	693	786	788	NA
Michigan (Wayne County)	263	399	501	658	750	752	185.9
Minnesota	299	385	486	611	616	621	107.7
Mississippi	232	277	252	327	327	443	90.9
Missouri	235	370	365	365	365	365	12.3
Montana	250	227	331	513	514	514	105.6
Mebraska	330	328	370	420	420	420	27.3
Nevada	317	329	341	341	341	341	7.6
New Hampshire	294	346	392	429	442	451	53.4
New Jersey	347	356	414	443	465	465	34.0
New Mexico	203	239	367	313	313	313	54.2
New York (Suffolk County)	NA	NA	[1] 563	676	706	706	NA
New York (New York City)	336	400	476	566	596	596	77.4
North Carolina	184	200	210	488	538	566	207.6
North Dakota	284	347	408	454	454	454	59.9
Ohio	258	431	431	757	809	834	223.3
Oklahoma	218	264	349	349	583	583	167.4
Oregon	281	452	[2] 441	468	482	482	71.5
Pennsylvania	313	349	395	749	749	749	139.3
Rholde Island	263	319	389	[3] 547	[3] 574	[3] 574	[4] 67.7
South Carolina	198	217	229	229	444	458	131.3
South Dakota	300	329	361	371	371	408	36.0
Tennessee	217	217	217	300	413	421	94.0

TABLE A-3.--AFDC NEED STANDARD FOR A FOUR-PERSON FAMILY, BY STATE, FOR SELECTED YEARS—Continued

State	July 1970	July 1975	July 1980	January 1985 [1]	January 1986 [1]	January 1987 [1]	Percent change 1970–87
Texas	239	187	187	621	691	691	189.1
Utah	271	397	572	802	809	809	198.5
Vermont	327	458	753	951	985	963	194.5
Virginia	297	346	400	422	457	457	63.8
Washington	303	370	536	904	914	941	210.6
West virginia	265	332	332	332	623	623	135.1
Wisconsin	255	456	622	749	764	764	199.6
Wyoming	277	270	340	310	390	390	40.8
Guam	NR	NR	306	310	310	310	NA
Puerto Rico	132	132	126	228	228	228	72.7
Virgin Islands	nr	166	263	263	263	263	na
Median State [5]	277	346	389	488	515	566	104.3

[1] CRS survey data.

[2] Oregon based benefits on the age of the child. The figure shown assumes all children are under 6.

[3] Winter rate (Nov.–Apr.) Summer rate was $441 in 1986 and will be $441 in 1987.

[4] Change calculated on basis of summer 1986 rate.

[5] Among 50 States and D.C.

NR=Not reported.

NA=Not available.

Note. Table complied by the Congressional Research Service (CRS) on the basis of data from the Department of Health and Human Services and, where noted, from CRS itself.

TABLE A-4.--COMBINED AFDC AND FOOD STAMP BENEFITS FOR THREE-PERSON FAMILY,[1] BY STATE, SELECTED YEARS

	July 1977	October 1982	January 1987	Percent change, 1977–87, in constant dollars
Alabama	$248	$317	$332	–26.6
Alaska	458	820	946	13.2
Arizona	279	422	493	–3.1
Arkansas	277	339	406	–19.7
California	414	613	720	–4.7
Colorado	332	483	530	–12.5
Connecticut	434	567	641	–19.0
Delaware	339	445	505	–18.3
District of Columbia	345	469	543	–13.7
Florida	277	405	473	–6.4
Georgia	247	393	467	3.6
Hawaii	532	691	769	–20.8
Idaho	376	472	501	–27.0

TABLE A-4.—COMBINED AFDC AND FOOD STAMP BENEFITS FOR THREE-PERSON FAMILY,[1] BY STATE, SELECTED YEARS—Continued

	July 1977	October 1982	January 1987	Percent change, 1977-87, in constant dollars
Illinois	349	470	533	−16.3
Indiana	323	437	467	−20.7
Iowa	388	511	555	−21.6
Kansas	395	495	555	−23.0
Kentucky	295	387	411	−23.6
Louisiana	257	389	404	−13.8
Maine	329	486	571	−4.9
Maryland	311	465	547	−3.6
Massachusetts	398	524	632	−13.0
Michigan (Wayne County)	408	519	633	−15.0
Minnesota	411	571	660	−12.0
Mississippi	182	295	334	0.6
Missouri	307	441	483	−13.8
Montana	320	491	536	−8.2
Nebraska	340	504	533	−14.1
Nevada	320	448	487	−16.6
New Hampshire	384	487	566	−19.2
New Jersey	380	511	578	−16.6
New Mexico	291	422	469	−11.7
New York (New York City)	418	564	637	−16.5
North Carolina	293	400	469	−12.3
North Dakota	378	508	548	−20.5
Ohio	316	443	504	−12.6
Oklahoma	331	456	505	−16.4
Oregon	417	496	601	−21.0
Pennsylvania	387	493	543	−23.1
Rhode Island	384	515	678	−3.2
South Carolina	230	339	413	−1.6
South Dakota	369	483	544	−19.2
Tennessee	245	326	369	−17.4
Texas	246	317	398	−11.3
Utah	367	526	551	−17.7
Vermont	414	613	688	−8.9
Virginia	356	439	492	−24.2
Washington	413	574	646	−14.3
West Virginia	310	403	462	−18.3
Wisconsin	423	611	669	−13.3
Wyoming	339	511	540	−12.7
Guam	393	542	580	−19.1
Puerto Rico	NA	NA	NA	NA
Virgin Islands	289	446	446	−15.4

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[1] See notes at end of table A-5.

Source: Congressional Research Service.

TABLE A–5.—AFDC MAXIMUM BENEFIT FOR A THREE-PERSON FAMILY, BY STATE, SELECTED YEARS

	July 1977	October 1982	January 1987	Percent change, 1977–87, in constant dollars
Alabama	$118	$118	$118	−45.2
Alaska	350	614	749	17.3
Arizona	164	233	293	−2.1
Arkansas	162	140	192	−35.0
California	356	506	617	−5.0
Colorado	238	320	346	−20.3
Connecticut	382	440	505	−27.5
Delaware	245	266	310	−30.6
District of Columbia	257	300	364	−22.4
Florida	162	209	264	−10.7
Georgia	120	194	256	16.9
Hawaii	457	468	468	−43.9
Idaho	300	305	304	−44.5
Illinois	261	302	342	−28.2
Indiana	225	255	256	−37.6
Iowa	318	360	381	−34.3
Kansas	331	338	377	−37.6
Kentucky	185	188	197	−41.6
Louisiana	133	190	190	−21.7
Maine	235	325	405	−5.5
Maryland	210	295	345	−9.9
Massachusetts	328	379	491	−17.9
Michigan (Wayne County)	350	372	473	−25.9
Minnesota	347	446	532	−16.0
Mississippi	48	96	120	37.0
Missouri	203	261	279	−24.7
Montana	222	332	354	−12.6
Nebraska	252	350	350	−23.9
Nevada	219	271	285	−28.7
New Hampshire	308	326	397	−29.3
New Jersey	310	360	404	−28.6
New Mexico	181	233	258	−21.9
New York (New York City)	360	424	497	−24.3
North Carolina	183	202	259	−22.4
North Dakota	302	357	371	−32.7
Ohio	215	263	302	−23.0
Oklahoma	237	282	310	−28.3
Oregon	359	339	397	−39.4
Pennsylvania	317	335	365	−36.9
Rhode Island	314	367	503	−12.2
South Carolina	96	140	199	13.6
South Dakota	293	321	366	−31.5
Tennessee	115	127	155	−26.1
Texas	116	118	184	−13.0
Utah	291	382	376	−29.2

TABLE A-5.—AFDC MAXIMUM BENEFIT FOR A THREE-PERSON FAMILY, BY STATE, SELECTED YEARS—Continued

	July 1977	October 1982	January 1987	Percent change, 1977–87, in constant dollars
Vermont	356	506	572	–11.9
Virginia	268	258	291	–40.5
Washington	355	451	492	–24.0
West Virginia	206	206	249	–33.7
Wisconsin	371	503	544	–19.6
Wyoming	245	360	360	–19.5
Guam	255	255	265	–43.0
Puerto Rico	44	90	90	12.1
Virgin Islands	131	209	171	–28.4

Note on AFDC maximum benefit amounts. In States with area differentials, figure shown is for area with highest proportion of the AFDC caseload.

Note on 1987 Food Stamp benefit amounts. Food stamp benefits are based on maximum AFDC benefits shown and assume deductions of $248 monthly ($99 standard household deduction plus $149 maximum allowable deduction for excess shelter cost in the 48 contiguous States and D.C. In the remaining five jurisdictions these maximum allowable food stamp deductions are assumed: Alaska, $429; Hawaii, $353; Guam, $380; and the Virgin Islands, $198. If only the standard deduction were assumed, food stamp benefits would drop by $44 monthly in most of the contiguous States and D.C. Maximum food stamp benefits from October 1986 through September 1987 are $214 for a family of three except in these four jurisdictions, where they were as follows: Alaska, $293; Hawaii, $336; Guam, $315; and the Virgin Islands, $275.

Note on 1982 Food Stamp benefit amounts. Food stamp benefits are based on maximum AFDC benefits shown and assume deductions of $200 monthly ($85 standard household deduction plus $115 maximum allowable deduction for excess shelter cost in the 48 contiguous States and D.C. In the remaining five jurisdictions these maximum allowable food stamp deductions are assumed: Alaska, $345; Hawaii, $285; Guam, $310; and the Virgin Islands, $160. If only the standard deduction were assumed, food stamp benefits would drop by $35 monthly in most of the contiguous States and D.C. Maximum food stamp benefits from October 1982 through September 1983 are $199 for a family of three except in these four jurisdictions, where they were as follows: Alaska, $287; Hawaii, $278; Guam, $287; and the Virgin Islands, $252.

Note on 1977 Food Stamp benefit amounts. "Maximum" food stamp benefit amounts were calculated from the food stamp "basis-of-issuance" tables for 1977, when the Food Stamp program incorporated a "purchase requirement"; the purchase requirement system required that "benefits" equal the difference between the maximum food stamp benefit and the purchase requirement indicated for the household's countable income. The countable income used was the AFDC benefit shown less an amount estimated to be the maximum food stamp shelter deduction ($80 for 1977)—thus approximating a maximum food stamp benefit for a household with that cash AFDC income.

Note on Puerto Rico. Puerto Rico was deleted because it no longer has a food stamp program, instead a cash nutritional assistance payment is given to recipients (effective as of July 1982).

Note on constant dollars. The constant dollars were computed using the CPI–U for July 1977, 182.6, and the CPI–U for January 1987, 333.1.

Source: Congressional Research Service.

TABLE A–6.—AVERAGE MONTHLY AFDC CASES AND RECIPIENTS, CALENDAR YEARS 1960–1986

[In thousands]

Year	Average monthly caseload	Average monthly recipients
1960	787	3,005
1961	869	3,354
1962	931	3,676
1963	947	3,876
1964	992	4,118
1965	1,039	4,329
1966	1,088	4,513
1967	1,217	5,014
1968	1,410	5,705
1969	1,698	6,706
1970	2,208	8,466
1971	2,762	10,241
1972	3,049	10,947
1973	3,148	10,949
1974	3,230	10,864
1975	3,498	11,346
1976	3,579	11,304
1977	3,588	11,050
1978	3,522	10,570
1979	3,509	10,312
1980	3,712	10,774
1981	3,835	11,079
1982	3,542	10,358
1983	3,686	10,761
1984	3,714	10,831
1985	3,701	10,855
1986 [1]	3,761	11,038

[1] 1986 figures based on preliminary data for January through September.

Source: Department of Health and Human Services.

TABLE A–7.—HISTORICAL TRENDS IN AFDC ENROLLMENTS AND AVERAGE PAYMENTS

Fiscal year	In thousands						Average monthly benefit per—	
	Basic families	Basic recipients	UP families	UP recipients	Total families [1]	Total recipients [1]	Family	Person
1970	1,831	7,009	78	420	1,909	7,429	$178	$46
1971	2,389	8,830	143	726	2,532	9,556	180	48
1972	2,784	9,993	134	639	2,918	10,632	187	51
1973	3,004	10,481	120	557	3,123	11,038	187	53
1974	3,075	10,412	95	434	3,170	10,845	194	57
1975	3,241	10,616	101	451	3,342	11,067	210	63
1976	3,426	10,746	135	593	3,561	11,339	226	71

TABLE A-7.—HISTORICAL TRENDS IN AFDC ENROLLMENTS AND AVERAGE PAYMENTS—Continued

Fiscal year	In thousands						Average monthly benefit per—	
	Basic families	Basic recipients	UP families	UP recipients	Total families [1]	Total recipients [1]	Family	Person
1977	3,426	10,449	149	659	3,575	11,108	242	78
1978	3,401	10,096	127	567	3,528	10,663	250	83
1979	3,380	9,807	113	504	3,493	10,311	257	87
1980	3,502	9,985	141	612	3,642	10,597	274	94
1981	3,662	10,279	209	881	3,871	11,160	277	96
1982	3,337	9,455	232	976	3,569	10,431	300	103
1983	3,378	9,516	272	1,144	3,651	10,659	311	106
1984	3,438	9,644	287	1,222	3,725	10,866	322	110
1985	3,431	9,682	261	1,131	3,692	10,813	339	116
1986 [2]	3,494	9,894	253	1,101	3,747	10,995	352	120

[1] Includes unemployed parent families and, for 1971–81, foster care children.

[2] Preliminary data.

Source: Department of Health and Human Services.

TABLE A-8.—AFDC CASELOAD AND ASSISTANCE PAYMENTS, BY STATE, FISCAL YEAR 1986 (PRELIMINARY)

State	Total assistance payments (thousands)	Average monthly caseload (thousands)	Average monthly recipients (thousands)	Average monthly children (thousands)	Average monthly payment per—	
					Family	Person
Alabama	$68,313	50	146	102	$114	$39
Alaska	46,028	7	17	11	569	227
Arizona	78,550	26	74	52	251	88
Arkansas	48,385	23	67	47	179	61
California	3,580,446	565	1,644	1,098	529	182
Colorado	106,071	29	83	56	303	106
Connecticut	226,932	40	117	79	469	161
Delaware	24,719	8	22	15	251	94
District of Columbia	76,485	21	55	42	299	115
Florida	261,298	97	275	202	224	79
Georgia	222,833	84	238	166	221	78
Hawaii	73,315	15	47	30	403	130
Idaho	19,299	6	17	11	254	94
Illinois	885,779	241	737	494	306	100
Indiana	147,470	56	161	109	221	76
Iowa	169,694	41	127	80	347	111
Kansas	91,458	23	69	34	326	111
Kentucky	139,614	60	162	108	193	72
Louisiana	161,540	80	242	170	168	56
Maine	83,957	20	58	36	348	120
Maryland	249,698	70	192	124	299	108

TABLE A-8.—AFDC CASELOAD AND ASSISTANCE PAYMENTS, BY STATE, FISCAL YEAR 1986 (PRELIMINARY)—Continued

State	Total assistance payments (thousands)	Average monthly caseload (thousands)	Average monthly recipients (thousands)	Average monthly children (thousands)	Average monthly payment per—	
					Family	Person
Massachusetts	453,064	87	235	151	432	160
Michigan	1,216,774	220	673	431	460	151
Minnesota	322,312	54	160	101	500	168
Mississippi	73,957	53	160	115	116	39
Missouri	208,567	67	201	131	261	87
Montana	36,830	8	26	16	347	119
Nebraska	61,495	16	47	31	317	109
Nevada	15,664	5	16	11	239	82
New Hampshire	19,596	5	13	9	329	125
New Jersey	508,674	121	355	240	351	119
New Mexico	51,344	18	51	34	238	84
New York	2,079,656	368	1,098	717	471	158
North Carolina	183,128	67	175	119	228	87
North Dakota	19,895	5	13	9	342	123
Ohio	803,515	227	677	429	295	99
Oklahoma	100,202	30	88	61	276	95
Oregon	120,410	30	82	54	331	122
Pennsylvania	773,537	191	580	377	338	111
Rhode Island	78,907	16	44	29	410	148
South Carolina	103,154	46	130	91	186	66
South Dakota	19,488	6	17	12	264	94
Tennessee	99,896	59	162	109	141	52
Texas	280,511	136	413	291	171	57
Utah	54,483	13	40	26	339	114
Vermont	39,276	8	22	14	429	150
Virginia	178,596	58	153	103	254	97
Washington	363,553	71	198	126	429	153
West Virginia	109,001	37	115	70	249	79
Wisconsin	591,983	99	301	189	500	163
Wyoming	15,736	4	11	7	328	118
Guam	3,996	2	6	4	208	57
Puerto Rico	64,868	54	176	120	101	31
Virgin Islands	2,590	1	4	3	172	50
U.S. total	15,816,543	3,747	10,995	7,294	352	120

Caseload and/or financial data for July, August, and September taken from Form SSA-3635, "Flash Report."

Source: Department of Health and Human Services, Office of Family Assistance.

TABLE A-9.—AFDC UNEMPLOYED PARENT (UP) RECIPIENTS OF CASH PAYMENTS, AND AMOUNTS OF PAYMENTS, BY STATE, FISCAL YEAR 1986 (INCLUDES NONMEDICAL VENDOR PAYMENTS, PRELIMINARY DATA)

State	UP money payments (thousands)	Average number of families (thousands)	Average number of recipients (thousands)	Average payment per— Family	Average payment per— Recipient
California [1]	$606,349	75	340	$677	$149
Connecticut [1]	6,041		4	583	130
Delaware	285			272	67
District of Columbia	907			379	101
Hawaii	5,635	1	5	463	97
Illinois	68,282	16	68	366	84
Iowa	25,927	6	25	392	88
Kansas	8,894	2	8	388	94
Maine	7,279	1	5	482	113
Maryland	6,076	1	6	398	92
Massachusetts [1]	10,010	2	7	542	121
Michigan [1]	199,898	31	131	533	127
Minnesota	50,016	8	34	545	123
Missouri	16,171	4	18	316	73
Montana	3,242		3	391	93
Nebraska	7,168	2	7	386	89
New Jersey [1]	18,673	4	16	391	97
New York [1]	90,657	15	65	504	117
Ohio	154,354	35	145	367	89
Oregon	3,967	1	4	317	82
Pennsylvania	60,600	13	57	379	89
Rhode Island [1]	923			434	102
South Carolina	884		1	239	52
Vermont [1]	3,549		3	472	113
Washington	32,099	7	30	378	90
West Virginia	38,459	11	45	298	72
Wisconsin	116,770	17	73	584	133
Guam	441			197	39
U.S. total	1,543,555	253	1,101	507	117

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[1] Financial and/or caseload data for July, August, and September taken from Form SSA-3645, "Flash" Report.

Source: Department of Health and Human Services, Office of Family Assistance.

TABLE A-10.—AVERAGE MONTHLY NUMBER OF AFDC FAMILIES, TOTAL BENEFIT PAYMENTS, TOTAL ADMINISTRATIVE COSTS, AND ADMINISTRATIVE COST PER AFDC FAMILY, BY STATE, FISCAL YEAR 1986

[Preliminary data]

	Average monthly number of AFDC families (thousands)	Total benefit payments (thousands)	Total administrative costs (thousands)	Administrative cost per AFDC family
Alabama	50.1	$68,313	$17,455	$348
Alaska	6.7	46,028	6,073	900
Arizona	26.0	78,550	9,434	362
Arkansas	22.6	48,385	9,067	402
California	564.5	3,580,446	309,835	549
Colorado	29.1	106,071	18,300	628
Connecticut	40.3	226,932	19,707	489
Delaware	8.2	24,719	4,887	595
District of Columbia	21.3	76,485	22,025	1,033
Florida	97.4	261,298	62,298	640
Georgia	83.9	222,833	39,970	476
Hawaii	15.2	73,315	4,791	316
Idaho	6.3	19,299	5,990	946
Illinois	241.3	885,779	71,760	297
Indiana	55.7	147,470	28,831	518
Iowa	40.8	169,694	13,315	326
Kansas	23.4	91,458	9,804	420
Kentucky	60.2	139,614	18,714	311
Louisiana	80.2	161,540	27,875	347
Maine	20.1	83,957	6,549	326
Maryland	69.5	249,698	30,399	437
Massachusetts	87.3	453,064	64,849	742
Michigan	220.2	1,216,774	128,802	585
Minnesota	53.8	322,312	24,248	451
Mississippi	53.3	73,957	9,864	185
Missouri	66.5	208,567	25,245	380
Montana	8.8	36,830	3,750	424
Nebraska	16.1	61,495	7,598	471
Nevada	5.5	15,664	3,508	641
New Hampshire	5.0	19,596	4,045	814
New Jersey	120.9	508,674	82,472	682
New Mexico	18.0	51,344	11,923	663
New York	368.2	2,079,656	326,922	888
North Carolina	66.9	183,128	31,613	473
North Dakota	4.8	19,895	2,831	585
Ohio	227.3	803,515	61,587	271
Oklahoma	30.2	100,202	32,738	1,083
Oregon	30.4	120,410	25,860	852
Pennsylvania	190.8	773,537	136,705	716
Rhode Island	16.0	78,907	6,412	400
South Carolina	46.1	103,154	15,183	329

TABLE A-10.—AVERAGE MONTHLY NUMBER OF AFDC FAMILIES, TOTAL BENEFIT PAYMENTS, TOTAL ADMINISTRATIVE COSTS, AND ADMINISTRATIVE COST PER AFDC FAMILY, BY STATE, FISCAL YEAR 1986—Continued

[Preliminary data]

	Average monthly number of AFDC families (thousands)	Total benefit payments (thousands)	Total administrative costs (thousands)	Administrative cost per AFDC family
South Dakota	6.2	19,488	3,725	605
Tennessee	59.1	99,896	19,486	330
Texas	136.3	280,511	45,652	335
Utah	13.4	54,483	10,377	775
Vermont	7.6	39,276	4,300	564
Virginia	58.5	178,596	41,611	711
Washington	70.7	363,553	37,293	528
West Virginia	36.5	109,001	8,246	226
Wisconsin	98.6	591,983	17,166	174
Wyoming	4.0	15,736	2,649	662
Guam	1.6	3,996	420	263
Puerto Rico	53.7	64,868	14,055	262
Virgin Islands	1.3	2,590	425	339
Total	3,746.7	15,816,543	1,948,640	520

Source: Department of Health and Human Services, Office of Family Assistance.

TABLE A-11.—FEDERAL SHARE OF THE AFDC PROGRAM,[1] FISCAL YEARS 1980-1988

[In percent]

State	1980-81 [2]	1986	1987	1988
Alabama	71.32	72.30	72.41	73.29
Alaska	50.00	50.00	50.00	50.00
Arizona (37.9 in fiscal year 1980)		62.28	62.13	62.12
Arkansas	72.87	73.83	74.02	74.21
California	50.00	50.00	50.00	50.00
Colorado	53.16	50.00	50.00	50.00
Connecticut	50.00	50.00	50.00	50.00
Delaware	50.00	50.00	50.00	51.90
District of Columbia	50.00	50.00	50.00	50.00
Florida	58.94	56.16	55.54	55.39
Georgia	66.76	66.05	64.54	63.84
Guam (Federal funds limited)	[3] 75.00	75.00	50.00	50.00
Hawaii	50.00	51.00	51.29	53.71
Idaho	65.70	69.36	71.08	70.47
Illinois	50.00	50.00	50.00	50.00
Indiana	57.28	62.82	62.92	63.71
Iowa	56.57	58.90	60.39	62.75
Kansas	53.52	50.00	51.39	55.20

TABLE A-11.—FEDERAL SHARE OF THE AFDC PROGRAM,[1] FISCAL YEARS 1980–1988—Continued

[In percent]

State	1980–81 [2]	1986	1987	1988
Kentucky	68.07	70.23	70.75	72.27
Louisiana	68.82	63.81	65.77	68.26
Maine	69.53	68.86	68.07	67.08
Maryland	50.00	50.00	50.00	50.00
Massachusetts	51.75	50.00	50.00	50.00
Michigan	50.00	56.79	56.88	56.48
Minnesota	55.64	53.41	52.98	53.98
Mississippi	77.55	78.42	78.50	79.65
Missouri	60.36	60.62	59.85	59.27
Montana	64.28	66.38	67.44	69.40
Nebraska	57.62	57.11	58.06	59.73
Nevada	50.00	50.00	50.00	50.25
New Hampshire	61.11	54.92	53.28	50.00
New Jersey	50.00	50.00	50.00	50.00
New Mexico	69.03	68.94	69.68	71.52
New York	50.00	50.00	50.00	50.00
North Carolina	67.64	69.18	68.40	68.68
North Dakota	61.44	55.12	56.41	64.87
Northern Mariana Islands				50.00
Ohio	55.10	58.30	58.27	59.10
Oklahoma	63.64	57.60	59.86	63.33
Oregon	55.66	61.54	62.47	62.11
Pennsylvania	55.14	56.72	57.28	57.35
Puerto Rico (Federal funds limited)	[3] 75.00	75.00	50.00	50.00
Rhode Island	57.81	56.33	55.38	54.85
South Carolina	70.97	72.70	72.23	73.49
South Dakota	68.78	67.82	67.45	70.43
Tennessee	69.43	70.20	70.26	70.64
Texas (67.2 in fiscal year 1980)		53.56	55.16	56.91
Utah	68.07	72.62	73.21	73.73
Vermont	68.40	67.06	67.37	66.23
Virgin Islands (Federal funds limited)	[3] 75.00	75.00	50.00	50.00
Virginia	56.54	53.14	51.86	51.34
Washington	50.00	50.06	52.52	53.21
West Virginia	67.35	71.53	72.59	74.84
Wisconsin	57.95	57.54	57.58	58.98
Wyoming	50.00	50.00	54.20	57.96

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[1] The Federal share of the AFDC program is calculated by the same formula used to determine the Federal share of medical costs except in States that elect an alternate formula or have no medicaid program. Texas chose the alternate formula until July 1, 1983. Arizona used the alternate formula until the first quarter of fiscal year 1983, when it was deemed qualified to use the medicaid formula for the first time. The Federal medicaid matching rates are 60.81 and 61.47 for Arizona for fiscal years 1978–79 and 1980–81. For Texas they are 60.66, 58.35, and 55.75, for fiscal years 1978–79, 1980–81, and 1982–83, respectively.

[2] Effective Oct. 1, 1979, through Sept. 30, 1981.

[3] Public Law 96–272 made permanent the 75-percent matching rate for AFDC effective Oct. 1, 1979. For medicaid the matching rate remains 50 percent.

Source: Department of Health and Human Services.

TABLE A-12.—FEDERAL AND STATE AFDC BENEFIT PAYMENTS UNDER THE SINGLE PARENT, UNEMPLOYED PARENT, AND EMERGENCY ASSISTANCE PROGRAMS: FISCAL YEARS 1970 TO 1992

[In millions of dollars]

Fiscal year	Single parent [1] (1)	Unemployed parent (2)	Emergency Assistance (3)	Total columns 1,2, and 3 [2] (4)	Child support collections [6] (5)	Total, columns 4 minus 5 [3] (6)	Column 6 expressed in 1985 constant dollars [4] (7)
1970	$3,851	$231	$14	$4,095	$0	$4,095	$11,580
1971	4,993	412	22	5,427	0	5,427	14,587
1972	5,972	422	43	6,436	0	6,436	16,740
1973	6,459	414	38	6,912	0	6,912	17,369
1974	6,881	324	44	7,249	0	7,249	16,697
1975	7,791	362	70	8,223	0	8,223	16,910
1976	8,825	525	66	9,415	286	9,129	17,421
1977	9,420	617	70	10,107	423	9,684	17,344
1978	9,624	565	76	10,264	472	9,792	16,452
1979	9,865	522	81	10,468	597	9,871	15,039
1980	10,847	693	109	11,650	603	11,047	14,674
1981	11,769	1,075	127	12,971	671	12,300	14,815
1982	11,601	1,256	95	12,951	786	12,165	13,734
1983	12,136	1,471	121	13,727	880	12,847	13,977
1984	12,759	1,612	132	14,502	1,000	13,502	14,041
1985	13,401	1,556	157	15,114	903	14,211	14,211
1986	14,234	1,563	175	15,972	960	15,012	14,695
1987 [5]	14,805	1,583	189	16,577	1,061	15,516	14,851
1988 [5]	15,112	1,567	198	16,877	1,148	15,729	14,520
1989 [5]	15,531	1,557	205	17,293	1,260	16,033	14,295
1990 [5]	15,987	1,546	212	17,745	1,384	16,361	14,110
1991 [5]	16,443	1,546	216	18,205	1,520	16,685	13,992
1992 [5]	16,863	1,541	220	18,624	1,669	16,955	13,888

[1] Includes payments to two-parent families where one adult is incapacitated.

[2] Total AFDC benefits (prior to any reimbursement from child support collections). Total may not add due to rounding.

[3] Net AFDC benefits-Gross benefits less those reimbursed by child support collections.

[4] Net AFDC benefits in constant 1985 dollars.

[5] Administration projections under current law.

[6] Does not reflect the impact of the $50 per month disregard of child support payments in calculating AFDC benefits.

Source: Data provided by the Office of Financial Management, Family Support Administration.

TABLE A-13.—CHARACTERISTICS OF AFDC RECIPIENTS, 1969–84

	May 1969	Jan. 1973	May 1975	Mar. 1977	Mar. 1979	Avg.[1] 1983	Avg.[1] 1984
Average family size (persons)	4.0	3.6	3.2	3.1	3.0	3.0	2.9
Number of child recipients (percent of AFDC cases):							
One	26.6	NA	37.9	40.3	42.3	43.4	44.1
Two	23.0	NA	26.0	27.3	28.1	29.8	29.6
Three	17.7	NA	16.1	16.1	15.6	15.2	15.5
Four or more	32.5	NA	20.0	16.3	13.9	10.1	10.0
Unknown		NA				1.5	.8
Race/ethnicity (percent of caretakers):							
White	NA	38.0	39.9	41.4	40.4	41.8	41.3
Black	45.2	45.8	44.3	43.0	43.1	43.8	41.9
Hispanic	NA	13.4	12.2	12.2	13.6	12.0	12.8
Native American	1.3	1.1	1.1	1.1	1.4	1.0	1.1
Asian	NA	NA	.5	.4	1.0	1.5	2.3
Other and unknown	4.8	1.7	2.0	1.9	.4		.6
Education of mother (percent of mothers):							
Less than 8th grade	19.0	NA	10.3	6.8	5.1	NA	NA
8th grade	10.4	NA	6.4	4.8	4.4	NA	NA
1–3 years of HS	30.7	NA	31.7	25.1	20.8	NA	NA
High school degree	16.0	NA	23.7	20.5	18.8	NA	NA
Some college	2.0	NA	3.9	3.0	2.7	NA	NA
College graduate	.2	NA	.7	.4	.4	NA	NA
Unknown	21.6	NA	23.3	39.4	47.8	NA	NA
Basis for eligibility (percent of children):							
Both parents present:							
Incapacitated	11.7	10.2	7.7	5.9	5.3	3.4	3.6
Unemployed	4.6	4.1	3.7	5.0	4.1	9.2	8.6
One or both parents absent:							
Death	5.5	5.0	3.7	2.6	2.2	1.9	1.9
Divorce or separation	43.3	46.5	48.3	46.9	44.7	38.6	36.2
No marital tie	27.9	31.5	31.0	33.8	37.8	45.5	46.4
Other reason	3.5	2.7	4.0	5.7	5.9	1.4	1.2
Unknown	3.5		1.6				2.1
Mother's employment status (percent of mothers):							
Full-time job	8.2	9.8	10.4	8.4	8.7	1.5	1.2
Part-time job	6.3	6.3	5.7	5.3	5.4	3.4	3.6
Actively seeking work; in school or training	10.0	11.5	12.2	13.8	12.8	19.7	22.2
Age of mother (percent of mothers):							
Under 20	6.6	NA	8.3	8.1	[2] 4.1	[2] 3.6	NA
20 to 24	16.7	NA			[4] 28.0	[4] 28.6	NA
25 to 29	17.6	NA	[3] 43.1	[3] 42.8	[5] 21.4	[5] 23.8	NA
30 to 39	30.4	NA	27.9	24.2	[5] 27.2	[5] 27.9	NA

TABLE A-13.—CHARACTERISTICS OF AFDC RECIPIENTS, 1969-84—Continued

	May 1969	Jan. 1973	May 1975	Mar. 1977	Mar. 1979	Avg.[1] 1983	Avg.[1] 1984
40 or over	25.0	NA	17.6	17.7	[5] 15.4	[5] 15.7	NA
Unknown	3.6	NA	3.0	7.2	[5] 4.0	[5] .3	NA
Age of Youngest Child (percentage of AFDC families):							
Under 3	35.4	37.6	33.5	33.3	33.9	37.9	37.7
3 to 5	22.6	22.5	25.2	23.3	21.6	21.7	22.6
6 to 11	25.4	25.7	26.4	26.8	27.7	24.1	23.9
12 and over	16.6	14.3	14.9	14.7	15.0	14.5	14.9
Unknown	NA	NA	NA	1.9	1.7	1.8	0.9
Median number of months on AFDC	23	27	31	26	29	26	26

[1] Average monthly figures for fiscal year.

[2] Under age 19. Includes other caretaker adult if mother absent.

[3] Ages 20-29.

[4] Ages 19 to 24. Includes other caretaker adult if mother absent.

[5] Includes other caretaker adult if mother absent.

Sources. Congressional Budget Office tabulations from the Office of Family Assistance, HHS; National Center for Social Statistics, AFDC: Selected Statistical Data on Families Aided and Program Operations, NCSS Report H-4(71), 1971; Office of Research and Statistics, Social Security Administration, AFDC: A Chartbook, 1978 & 1979; ORS, SSA, 1979 Recipient Characteristics Study, Part 1, 1982; ORS, SSA, 1983 Recipient Characteristics and Financial Circumstances of AFDC Recipients, 1986; Committee on Ways and Means, Background Material and Data on Programs within the Jurisdiction of the Committee on Ways and Means, 1986; and unpublished statistics from the 1984 AFDC quality control data.

TABLE A-14.—AFDC FAMILIES BY PARTICIPATION IN FOOD STAMP PROGRAM, BY STATE,[1] OCTOBER 1983-SEPTEMBER 1984

State	Total families	Percent participating	Percent not participating	Percent unknown
Alabama	54,977	80.6	19.4	*
Alaska	5,761	67.0	33.0	*
Arizona	26,055	85.2	14.8	*
Arkansas	22,408	88.3	11.7	*
California	546,995	77.3	22.7	*
Colorado	30,000	77.1	22.3	0.7
Connecticut	43,628	82.4	17.5	.1
Delaware	9,411	82.4	17.6	*
District of Columbia[2]	22,903	*	*	100.0
Florida	103,247	79.7	20.3	*
Georgia	89,251	75.5	24.5	*
Hawaii	17,127	57.0	6.6	36.4
Idaho	6,685	85.1	14.9	*
Illinois	242,671	86.4	13.5	.1
Indiana	57,922	81.1	17.4	1.5
Iowa	39,721	84.5	15.4	.1
Kansas	23,998	80.1	19.9	*
Kentucky	60,455	82.2	17.8	*

TABLE A-14.—AFDC FAMILIES BY PARTICIPATION IN FOOD STAMP PROGRAM, BY STATE,[1] OCTOBER 1983–SEPTEMBER 1984—Continued

State	Total families	Percent participating	Percent not participating	Percent unknown
Louisiana [2]	71,792	*	*	100.0
Maine	17,931	88.3	11.7	*
Maryland	70,784	79.1	20.6	.3
Massachusetts	87,818	78.7	21.3	*
Michigan	240,274	92.8	6.1	1.1
Minnesota	50,328	80.3	19.7	*
Mississippi	52,890	85.1	14.9	*
Missouri	67,962	78.8	21.2	.0
Montana	7,235	87.1	12.9	*
Nebraska	14,851	81.3	18.5	.2
Nevada	4,501	5.2	94.8	*
New Hampshire	6,134	75.4	19.6	5.0
New Jersey	129,058	87.6	12.4	*
New Mexico	18,371	84.9	14.9	.1
New York	370,568	92.0	8.0	*
North Carolina	67,441	61.5	38.5	.0
North Dakota	4,185	63.0	37.0	*
Ohio	225,871	89.0	10.9	.1
Oklahoma	27,299	77.3	22.3	.4
Oregon	27,200	89.3	10.7	*
Pennsylvania	191,742	86.9	13.1	*
Rhode Island	15,839	89.9	8.9	1.2
South Carolina	46,581	69.0	31.0	*
South Dakota	5,825	66.7	33.3	*
Tennessee	58,838	84.9	15.1	*
Texas	113,921	87.7	12.3	.0
Utah	12,999	79.9	20.1	*
Vermont	8,134	88.9	11.1	*
Virginia	59,122	36.7	63.3	*
Washington	59,035	84.1	15.9	*
West Virginia	32,228	90.4	9.6	*
Wisconsin	92,911	84.2	15.8	*
Wyoming	3,342	76.4	23.6	*
Puerto Rico	55,104	3.2	96.3	.5
Virgin Islands	1,325	88.0	12.0	*
U.S. total	3,722,667	80.1	17.1	2.9

* None.

[1] Data are derived from AFDC quality control reviews. There may be some anomalies in specific State numbers due to unidentified errors in coding.

[2] Did not complete item.

Source: Department of Health and Human Services.

TABLE A–15.—AFDC FAMILIES BY TYPE OF SHELTER ARRANGEMENT, BY STATE,[1] OCTOBER 1983–SEPTEMBER 1984

State	Total families	In percent							
		Owns or buying	Public housing	HUD rent subsidy	Other rent subsidy	Private housing no subsidy	Rents free	Group quarters	Unknown
Alabama	54,977	4.0	13.5	6.3	0.5	34.1	.6	20.5	20.5
Alaska	5,761	15.4	20.1	3.9	5.2	41.7	1.6	7.7	4.4
Arizona	26,055	3.3	7.7	9.0	1.4	58.2	1.6	18.9	0.0
Arkansas	22,408	6.4	10.3	18.1	1.6	35.2	6.3	22.2	0.0
California	546,995	2.7	3.7	4.9	.3	85.6	1.8	.6	.4
Colorado	30,000	5.8	10.4	8.3	2.4	63.6	6.6	1.5	1.4
Connecticut	43,628	1.5	16.0	12.5	.8	66.9	1.1	.9	.4
Delaware	9,411	3.9	13.1	7.4	2.2	69.8	2.9	.3	.3
District of Columbia	22,903	7.7	15.9	7.8	2.5	48.7	16.4	.2	.9
Florida	103,247	2.0	12.8	9.7	1.0	68.3	4.0	2.2	.1
Georgia	89,251	3.1	9.4	3.4	.7	13.8	2.0	4.8	62.7
Hawaii	17,127	2.4	9.5	8.6	1.9	59.1	10.2	8.3	0.0
Idaho	6,685	7.5	6.1	11.1	5.3	60.4	2.8	5.1	1.7
Illinois	242,671	4.0	12.3	5.0	.7	70.0	2.3	5.0	.7
Indiana	57,922	6.8	7.5	8.2	3.4	69.3	.3	4.2	.3
Iowa	39,721	9.2	3.2	13.2	.5	64.7	6.1	2.0	1.3
Kansas	23,998	5.7	6.7	6.6	.1	74.6	3.1	3.1	.1
Kentucky	60,455	6.4	9.8	5.6	.2	34.1	.1	2.3	41.5
Louisiana	71,792	4.3	14.3	8.3	2.6	47.5	.9	3.6	18.6
Maine	17,931	14.0	11.4	9.8	4.3	50.2	0.0	3.5	6.8
Maryland	70,784	1.7	11.0	9.5	1.6	74.8	.1	1.2	.1
Massachusetts	87,818	5.0	14.8	13.0	3.7	59.0	3.5	.5	.6
Michigan	240,274	18.4	4.3	3.6	1.8	67.4	.1	4.3	.1

TABLE A-15.—AFDC FAMILIES BY TYPE OF SHELTER ARRANGEMENT, BY STATE,[1] OCTOBER 1983–SEPTEMBER 1984—Continued

State	Total families	In percent							
		Owns or buying	Public housing	HUD rent subsidy	Other rent subsidy	Private housing no subsidy	Rents free	Group quarters	Unknown
Minnesota	50,328	14.1	8.3	13.1	4.1	57.9	.6	1.7	.2
Mississippi	52,890	7.1	5.1	6.8	1.0	16.7	2.5	25.2	35.7
Missouri	67,962	7.8	4.1	7.7	1.2	53.0	.1	6.2	20.0
Montana	7,235	9.3	18.9	14.6	2.3	47.4	4.6	1.7	1.3
Nebraska	14,851	6.0	10.4	14.4	1.8	58.6	6.8	1.4	.4
Nevada	4,501	1.0	17.2	13.2	.3	49.1	.3	18.7	0.0
New Hampshire	6,134	5.6	9.3	4.7	2.3	65.3	3.6	7.6	1.7
New Jersey	129,058	3.3	5.5	3.1	1.8	84.1	.8	.8	.6
New Mexico	18,371	19.4	9.3	12.3	3.3	38.0	8.2	8.5	1.0
New York	370,568	1.5	15.2	4.7	2.2	72.8	.9	2.5	.3
North Carolina	67,441	3.1	11.9	10.3	1.4	34.1	6.0	11.2	21.9
North Dakota	4,185	9.4	11.6	31.4	3.9	32.2	1.7	8.5	1.3
Ohio	225,871	6.1	11.0	9.1	1.2	62.2	.5	4.4	5.5
Oklahoma	27,299	7.9	6.5	20.5	2.1	38.0	4.6	19.4	1.0
Oregon	27,200	3.5	6.5	8.8	.5	75.3	3.3	1.8	.3
Pennsylvania	191,742	6.5	13.4	3.4	.4	66.1	1.5	1.1	7.5
Rhode Island	15,839	5.7	10.3	13.2	1.0	65.6	1.5	2.6	.2
South Carolina	46,581	5.3	7.1	9.4	.4	21.7	1.6	31.7	22.9
South Dakota	5,825	6.2	14.9	10.1	4.5	42.8	6.5	14.3	.6
Tennessee	58,838	5.7	19.5	8.8	.9	46.9	.2	13.3	4.9
Texas	113,921	5.2	10.8	15.6	1.7	26.6	11.2	28.7	.1
Utah	12,999	4.3	1.1	6.9	7.7	71.3	.6	8.0	0.0
Vermont	8,134	16.4	7.6	4.1	.4	59.8	5.1	5.2	1.3

Virginia	59,122	2.6	11.0	8.5	.6	36.9	7.5	7.6	25.3
Washington	59,035	6.5	6.6	10.8	1.8	71.5	.6	1.8	.4
West Virginia	32,228	14.5	6.1	9.2	.2	55.8	1.0	12.3	.9
Wisconsin	92,911	10.0	4.9	5.4	2.2	71.3	2.1	2.7	1.3
Wyoming	3,342	11.5	.9	5.8	1.8	75.0	1.2	3.5	.3
Puerto Rico	55,104	35.3	20.4	2.3	2.0	15.5	11.9	9.9	2.8
Virgin Islands	1,325	0.0	0.0	0.0	0.0	0.0	0.0	0.0	100.0
U.S. total	3,722,667	5.8	9.5	7.1	1.4	62.5	2.3	5.3	6.0

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[1] Data are derived from AFDC quality control reviews. There may be some anomalies in specific State numbers due to unidentified errors in coding.

Source: Department of Health and Human Services.

TABLE A-16.—AFDC FAMILIES BY NUMBER OF CHILD RECIPIENTS, BY STATE,[1] OCTOBER 1983–SEPTEMBER 1984

State	Total families	Average number children	In percent						
			One child	Two children	Three children	Four children	Five children	Six or more children	Unknown
Alabama	54,977	2.0	46.2	28.9	13.0	7.0	2.9	1.7	0.3
Alaska	5,761	1.8	50.6	31.0	12.8	3.7	1.6	.3	*
Arizona	26,055	1.9	45.6	30.5	13.5	5.7	2.9	1.6	.2
Arkansas	22,408	2.0	44.3	27.7	16.8	7.6	2.7	.8	.1
California	546,995	2.0	42.9	30.1	15.3	7.5	2.7	1.1	.4
Colorado	30,000	2.0	41.2	33.0	15.8	6.2	2.7	.3	.7
Connecticut	43,628	1.9	42.8	30.9	15.8	7.0	2.2	.6	.8
Delaware	9,411	1.8	47.5	33.2	12.8	1.9	2.6	.3	1.6
District of Columbia	22,903	1.7	53.6	25.1	13.4	4.4	1.4	.7	1.3
Florida	103,247	1.9	45.9	30.0	14.4	6.0	2.1	1.5	.1
Georgia	89,251	1.9	47.7	27.6	15.6	5.4	1.9	1.3	.6

TABLE A-16.—AFDC FAMILIES BY NUMBER OF CHILD RECIPIENTS, BY STATE,[1] OCTOBER 1983–SEPTEMBER 1984—Continued

State	Total families	Average number children	In percent						
			One child	Two children	Three children	Four children	Five children	Six or more children	Unknown
Hawaii	17,127	2.1	44.0	24.9	18.3	6.3	2.9	2.5	1.0
Idaho	6,685	1.8	47.3	29.2	16.9	3.8	1.4	.3	1.0
Illinois	242,671	2.0	42.8	28.4	16.5	7.6	2.8	1.5	.4
Indiana	57,922	1.9	42.3	32.2	15.6	5.4	2.0	1.0	1.6
Iowa	39,721	1.8	48.6	29.3	15.7	4.5	1.0	.3	.7
Kansas	23,998	2.0	40.0	33.0	16.0	6.8	2.1	.8	1.2
Kentucky	60,455	1.7	54.4	26.1	13.3	4.4	1.2	.6	*
Louisiana	71,792	2.2	38.6	27.6	18.5	8.2	3.6	2.3	1.2
Maine	17,931	1.8	47.4	31.9	14.3	4.9	.9	.3	.3
Maryland	70,784	1.8	50.9	28.6	13.4	4.1	1.2	.9	.8
Massachusetts	87,818	1.9	46.1	29.3	15.8	5.1	1.9	.9	.9
Michigan	240,274	2.0	41.7	29.9	17.2	7.5	2.0	1.2	.3
Minnesota	50,328	1.8	49.7	28.8	13.5	5.0	1.4	.7	.7
Mississippi	52,890	2.1	41.9	27.8	15.8	8.0	3.7	2.6	.2
Missouri	67,962	1.9	45.0	29.3	15.6	6.2	2.1	1.4	.4
Montana	7,235	1.8	51.3	31.1	8.9	4.3	1.7	1.7	1.0
Nebraska	14,851	1.9	45.4	30.3	14.5	6.2	2.0	.8	.8
Nevada	4,501	1.8	46.6	32.8	13.0	2.8	2.6	.3	1.8
New Hampshire	6,134	1.7	51.5	28.5	13.3	4.0	.7	.3	1.7
New Jersey	129,058	2.0	41.5	30.6	16.3	6.8	2.9	1.5	.5
New Mexico	18,371	1.8	49.6	28.9	13.1	5.1	2.1	.7	.5
New York	370,568	2.0	40.6	30.7	16.0	7.4	2.1	1.3	1.7
North Carolina	67,441	1.5	51.5	22.5	10.8	4.1	1.0	.3	9.7
North Dakota	4,185	1.8	52.1	25.3	11.6	4.0	2.9	1.2	2.8

Ohio	225,871	1.9	43.8	30.8	15.5	6.5	1.8	1.0	.6
Oklahoma	27,299	2.1	41.1	26.0	19.7	8.9	2.5	.9	1.0
Oregon	27,200	1.8	49.2	32.3	11.6	5.3	.8	.4	.3
Pennsylvania	191,742	2.0	43.1	30.4	17.0	6.3	2.1	.7	.4
Rhode Island	15,839	1.9	46.7	30.6	14.0	5.8	1.4	.9	.5
South Carolina	46,581	1.9	48.6	26.9	14.4	6.1	2.3	1.0	.7
South Dakota	5,825	2.0	44.6	30.4	13.4	5.6	2.7	2.4	.9
Tennessee	58,838	1.8	51.3	27.7	13.2	5.1	1.4	.8	.4
Texas	113,921	2.1	38.2	30.3	17.5	8.5	3.1	2.1	.3
Utah	12,999	1.9	41.8	33.0	17.2	5.4	1.7	.9	*
Vermont	8,134	1.8	45.2	28.9	14.7	4.6	1.7	.3	4.6
Virginia	59,122	1.8	50.7	27.8	13.9	5.4	1.1	.7	.5
Washington	59,035	1.8	49.1	30.6	13.2	4.4	1.7	.6	.5
West Virginia	32,228	2.0	40.5	33.0	17.1	5.9	2.2	.6	.8
Wisconsin	92,911	1.9	45.5	29.6	15.0	5.6	2.1	1.2	1.0
Wyoming	3,342	1.7	47.4	30.6	14.8	4.3	.9	*	2.0
Puerto Rico	55,104	2.2	38.1	29.7	15.9	8.4	4.0	3.5	.5
Virgin Islands	1,325	2.3	39.3	27.3	16.0	8.0	6.0	3.3	*
U.S. total	3,722,667	1.9	44.1	29.6	15.5	6.6	2.2	1.2	.8

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* None.

[1] Data are derived from AFDC quality control reviews. There may be some anomalies in specific State numbers due to unidentified errors in coding. Because of small sample size, data for families of five and six or more children should be used with caution.

Source: Department of Health and Human Services.

TABLE A-17.—AFDC FAMILIES BY RACE OF CARETAKER RELATIVE (PAYEE), BY STATE,[1] OCTOBER 1983–SEPTEMBER 1984

State	Total families	In percent					
		White	Black	Hispanic	Asian	Native American	Unknown [2]
Alabama	54,977	17.5	82.3	0.0	.2	0.0	0.0
Alaska	5,761	45.9	7.4	1.2	.6	45.1	0.0
Arizona	26,055	27.7	12.1	36.1	.3	23.5	.2
Arkansas	22,408	31.5	67.7	.2	.3	.2	0.0
California	546,995	30.8	19.9	19.5	6.7	.8	22.4
Colorado	30,000	39.8	15.7	41.4	1.7	.8	.7
Connecticut	43,628	37.9	33.3	28.3	.4	.1	.2
Delaware	9,411	31.2	65.0	5.1	0.0	0.0	0.0
District of Columbia	22,903	1.1	96.4	.8	.1	0.0	2.0
Florida	103,247	26.1	63.4	10.4	.4	.0	.2
Georgia	89,251	18.6	80.8	.2	.4	.0	.0
Hawaii	17,127	20.9	2.2	2.3	77.3	.5	2.3
Idaho	6,685	86.5	1.4	6.4	1.1	4.5	0.0
Illinois	242,671	29.8	59.8	9.1	.5	.1	.8
Indiana	57.922	55.9	37.2	1.7	.3	.3	4.9
Iowa	39,721	89.0	9.3	1.0	.6	.2	0.0
Kansas	23,998	62.1	30.6	4.1	2.9	.4	0.0
Kentucky	60,455	74.0	25.7	.1	.2	.0	0.0
Louisiana	71,792	14.1	84.0	.5	.7	.1	.6
Maine	17,931	78.2	.2	.2	.3	1.1	20.1
Maryland	70,784	27.3	69.4	.7	.6	.2	2.0
Massachusetts	87,818	63.0	15.7	16.9	1.3	.2	3.0
Michigan	240,274	51.9	45.4	2.3	.3	.5	.0
Minnesota	50,328	72.6	10.3	1.2	2.7	6.3	7.3
Mississippi	52,890	10.8	88.5	0.0	.2	.4	.3
Missouri	67,962	51.3	48.2	.3	.3	.0	0.0
Montana	7,235	72.2	.3	2.3	.7	24.5	0.0
Nebraska	14,851	66.5	24.1	4.2	1.4	3.8	0.0
Nevada	4,501	43.8	47.4	3.6	.8	4.5	0.0
New Hampshire	6,134	93.3	1.3	1.4	.3	0.0	4.0
New Jersey	129,058	27.8	47.8	24.1	.4	.0	.0
New Mexico	18,371	15.4	3.1	59.9	.1	19.1	2.4
New York	370,568	26.6	38.2	34.5	.6	.1	.3
North Carolina	67,441	21.6	70.5	.1	.1	1.8	6.2
North Dakota	4,185	60.6	.7	.7	.7	37.4	0.0
Ohio	225,871	59.9	38.2	1.6	.2	.1	.5
Oklahoma	27,299	48.1	38.7	1.6	.2	11.6	.1
Oregon	27,200	84.5	8.1	3.1	3.6	.7	0.0
Pennsylvania	191,742	51.3	42.1	6.1	.3	.1	.2
Rhode Island	15,839	71.1	18.2	7.4	1.7	0.0	2.1
South Carolina	46,581	15.1	84.5	.1	0.0	0.0	.3
South Dakota	5,825	47.9	.3	1.8	0.0	50.0	0.0
Tennessee	58,838	39.5	60.0	0.0	.3	.1	.1
Texas	113,921	15.2	45.3	38.0	1.2	.2	.0
Utah	12,999	71.6	3.4	17.8	3.7	3.4	0.0

TABLE A-17.—AFDC FAMILIES BY RACE OF CARETAKER RELATIVE (PAYEE), BY STATE,[1] OCTOBER 1983–SEPTEMBER 1984—Continued

State	Total families	In percent					
		White	Black	Hispanic	Asian	Native American	Unknown[2]
Vermont	8,134	73.3	.4	.4	.3	0.0	27.8
Virginia	59,122	30.1	68.2	.7	.8	.1	.1
Washington	59,035	73.2	9.8	4.8	5.2	5.0	2.3
West Virginia	32,228	91.8	8.1	.1	.1	0.0	0.0
Wisconsin	92,911	64.8	25.0	3.7	2.0	2.1	2.7
Wyoming	3,342	82.1	2.2	11.0	.3	5.0	0.0
Puerto Rico	27,552	0.0	.1	5.1	0.0	0.0	103.0
Virgin Islands	662	0.0	24.0	18.0	0.0	0.0	58.0
U.S. total	3,694,452	39.5	40.8	12.0	1.9	1.1	5.0

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[1] Data are derived from AFDC quality control reviews. There may be some anomalies in specific State numbers due to unidentified errors in coding.

[2] If the race of the caretaker relative was not coded but the caretaker relative was present in the assistance unit, the race of the youngest child in the assistance unit, if known, was used as a proxy for the race of the caretaker relative. If the caretaker relative was not in the assistance unit, race was coded as unknown.

Source: Department of Health and Human Services.

TABLE A-18.—AFDC FAMILIES BY AGE OF YOUNGEST CHILD IN ASSISTANCE UNIT, BY STATE,[1] OCTOBER 1983–SEPTEMBER 1984

State	Total families	In percent					
		0–2 years	3–5 years	6–11 years	12–15 years	16–18 years	Unknown
Alabama	54,977	36.0	23.8	24.8	11.1	4.0	0.3
Alaska	5,761	36.0	25.3	25.0	10.8	3.0	*
Arizona	26,055	39.3	23.0	23.3	10.9	3.3	.2
Arkansas	22,408	34.9	24.4	25.4	11.9	3.3	.1
California	546,995	41.5	21.4	21.3	10.7	4.7	.5
Colorado	30,000	45.3	21.7	21.1	8.8	2.2	.8
Connecticut	43,628	38.3	22.7	25.0	9.9	3.4	.8
Delaware	9,411	37.8	23.5	19.8	12.8	4.5	1.6
District of Columbia	22,903	35.4	24.2	24.7	10.1	4.2	1.3
Florida	103,247	40.2	22.2	22.9	10.9	3.7	.1
Georgia	89,251	35.9	22.2	25.9	10.9	4.6	.6
Hawaii	17,127	42.0	21.3	20.8	10.2	4.6	1.0
Idaho	6,685	41.6	25.7	19.5	9.4	2.9	1.0
Illinois	242,671	38.6	24.0	23.5	10.4	3.2	.4
Indiana	57,922	36.3	24.3	25.6	9.4	2.5	1.9
Iowa	39,721	34.2	25.8	25.3	10.4	3.5	.8
Kansas	23,998	42.2	21.6	20.6	11.1	3.2	1.4
Kentucky	60,455	29.9	21.7	29.4	14.5	4.5	*
Louisiana	71,792	40.1	22.9	23.5	9.4	2.8	1.3
Maine	17,931	28.2	24.2	27.6	13.8	5.8	.3
Maryland	70,784	38.2	22.9	22.0	11.2	4.6	1.1

TABLE A-18.—AFDC FAMILIES BY AGE OF YOUNGEST CHILD IN ASSISTANCE UNIT, BY STATE,[1] OCTOBER 1983–SEPTEMBER 1984—Continued

State	Total families	In percent					
		0–2 years	3–5 years	6–11 years	12–15 years	16–18 years	Unknown
Massachusetts	87,818	35.6	23.9	23.1	12.1	4.3	1.0
Michigan	240,274	35.8	22.7	25.9	11.1	4.2	.3
Minnesota	50,328	35.9	25.7	24.2	9.4	4.0	.8
Mississippi	52,890	40.4	21.4	22.6	11.2	4.2	.3
Missouri	67,962	39.7	22.4	24.0	9.7	3.6	.5
Montana	7,235	46.4	22.2	19.2	9.3	2.0	1.0
Nebraska	14,851	47.2	21.3	18.9	8.2	3.6	.8
Nevada	4,501	45.7	19.7	19.4	10.8	2.7	1.8
New Hampshire	6,134	41.8	20.9	19.3	10.3	6.0	1.7
New Jersey	129,058	32.7	24.1	26.6	12.5	3.7	.5
New Mexico	18,371	30.3	25.5	27.3	12.4	3.9	.7
New York	370,568	35.4	22.4	24.2	11.8	4.4	1.7
North Carolina	67,441	29.2	19.4	24.7	11.8	4.7	10.2
North Dakota	4,185	39.3	26.1	19.9	8.0	3.9	2.8
Ohio	225,871	40.1	21.5	24.3	9.4	4.2	.6
Oklahoma	27,299	36.2	22.8	25.5	11.4	3.0	1.1
Oregon	27,200	46.3	20.9	19.6	10.3	2.6	.3
Pennsylvania	191,742	34.3	22.7	27.6	11.4	3.7	.4
Rhode Island	15,839	36.1	27.8	21.4	9.9	3.9	.9
South Carolina	46,581	36.5	22.7	22.7	12.3	5.1	.8
South Dakota	5,825	37.8	23.5	25.9	9.8	2.1	.9
Tennessee	58,838	38.1	20.6	24.2	12.2	4.4	.4
Texas	113,921	42.4	23.6	21.3	9.6	2.7	.4
Utah	12,999	43.6	25.2	21.5	7.2	2.6	*
Vermont	8,134	33.6	17.5	31.5	9.6	3.2	4.6
Virginia	59,122	37.3	22.4	22.3	13.4	4.1	.5
Washington	59,035	40.1	24.1	21.6	10.1	3.6	.5
West Virginia	32,228	37.8	21.9	26.3	9.8	3.4	.8
Wisconsin	92,911	40.3	22.4	24.2	8.9	3.2	1.0
Wyoming	3,342	38.1	24.7	24.1	8.6	2.4	2.0
Puerto Rico	55,104	16.1	20.8	36.3	19.9	5.7	1.1
Virgin Islands	1,325	39.3	25.3	23.3	10.7	1.3	*
U.S. total	3,722,667	37.7	22.6	23.9	10.9	4.0	.9

* None.

[1] Data are derived from AFDC quality control reviews. There may be some anomalies in specific State numbers due to unidentified errors in coding.

Source: Department of Health and Human Services.

TABLE A-19.—AFDC FAMILIES BY NUMBER OF MONTHS SINCE LAST OPENING, BY STATE,[1] OCTOBER 1983–SEPTEMBER 1984

State	Total families	In percent											
		0–6	7–12	13–18	19–24	25–36	37–48	49–60	61–120	121–180	181–240	Over 240	Unknown
Alabama	54,977	15.4	13.4	10.0	7.5	10.3	8.4	6.6	18.7	9.2	.6	*	0.0
Alaska	5,761	32.7	22.0	11.9	9.4	7.8	5.0	3.5	6.2	.6	*	*	.9
Arizona	26,055	25.7	16.2	14.0	10.1	11.0	7.4	4.9	9.0	1.1	.3	.2	.0
Arkansas	22,408	18.2	14.0	9.8	6.7	9.5	9.4	5.5	17.4	6.7	2.5	.3	.0
California	546,995	15.7	13.0	10.4	9.5	12.7	12.6	7.3	12.9	4.1	1.4	.2	.3
Colorado	30,000	33.1	18.7	10.7	7.8	9.5	6.0	4.2	6.6	2.1	.8	.2	.3
Connecticut	43,628	12.0	10.6	7.9	7.4	12.8	9.1	8.4	20.7	7.9	2.8	.2	.1
Delaware	9,411	22.7	17.7	10.0	10.6	10.3	7.4	6.7	10.2	3.2	1.0	*	.3
District of Columbia	22,903	9.8	9.7	6.1	4.6	11.9	8.8	9.8	22.2	14.4	2.0	.5	.2
Florida	103,247	19.5	14.2	11.0	7.6	10.8	8.2	5.8	16.4	4.8	1.5	.2	.0
Georgia	89,251	17.4	13.6	10.1	7.7	11.0	7.8	7.1	14.8	8.5	1.8	.1	.0
Hawaii	17,127	15.8	10.1	11.9	9.5	8.1	10.7	7.0	18.9	5.9	1.7	.5	.0
Idaho	6,685	30.5	17.8	12.1	9.1	11.7	7.3	3.5	6.6	1.4	*	*	.0
Illinois	242,671	14.4	12.0	9.7	7.4	12.0	9.5	6.4	16.4	7.9	2.7	1.6	.0
Indiana	57,922	23.5	14.5	10.3	7.0	10.6	8.3	5.9	14.4	4.7	.4	.0	.3
Iowa	39,721	21.0	14.1	11.1	10.0	11.2	8.6	7.4	14.1	2.2	.3	.1	.0
Kansas	23,998	22.4	15.0	11.7	10.7	12.0	8.1	6.2	9.6	2.8	.6	.8	.0
Kentucky	60,455	17.6	12.3	9.7	7.5	12.6	8.0	6.9	17.2	5.9	1.5	.7	.0
Louisiana	71,792	21.6	14.9	11.9	7.1	9.3	7.4	4.2	13.2	7.4	2.7	.3	.0
Maine	17,931	21.0	12.9	10.0	8.4	10.3	8.5	7.4	16.0	5.2	.5	*	.0
Maryland	70,784	20.2	12.4	8.0	7.0	9.8	10.0	5.8	17.6	5.6	2.3	.4	.8
Massachusetts	87,818	16.8	12.3	10.3	7.9	10.7	8.4	6.4	18.0	9.1	.2	*	.0
Michigan	240,274	18.6	12.1	11.1	8.9	10.9	8.3	6.6	15.0	8.0	.3	.1	.1
Minnesota	50,328	19.8	13.7	10.4	9.4	13.0	9.8	6.2	13.9	2.9	.6	.3	.0
Mississippi	52,890	15.5	13.1	10.1	6.9	10.6	8.2	7.7	14.9	9.0	3.5	.6	.0
Missouri	67,962	20.6	12.7	10.1	7.9	10.7	8.8	6.7	14.3	5.8	1.6	.5	.1

TABLE A-19.—AFDC FAMILIES BY NUMBER OF MONTHS SINCE LAST OPENING, BY STATE,[1] OCTOBER 1983–SEPTEMBER 1984—Continued

State	Total families	In percent											
		0–6	7–12	13–18	19–24	25–36	37–48	49–60	61–120	121–180	181–240	Over 240	Unknown
Montana	7,235	44.1	17.5	10.6	7.9	9.6	5.3	2.0	3.0	*	*	*	.0
Nebraska	14,851	21.3	17.3	11.4	7.6	10.8	9.0	7.0	11.8	2.6	1.0	*	.0
Nevada	4,501	34.8	17.2	13.5	7.9	8.9	6.7	3.8	4.6	1.1	1.4	*	.0
New Hampshire	6,134	23.9	14.6	9.0	8.7	13.9	9.7	4.0	12.3	3.7	.3	*	.0
New Jersey	129,058	10.1	11.8	9.4	7.7	12.1	8.9	7.1	20.8	9.4	1.9	.7	.0
New Mexico	18,371	24.1	13.7	7.9	7.3	9.7	9.4	6.4	14.2	4.9	2.1	.3	.0
New York	370,568	12.6	9.5	8.1	5.9	12.0	9.6	11.8	20.8	8.4	.8	.0	.4
North Carolina	67,441	24.7	14.1	9.4	7.4	10.2	7.7	5.8	14.0	5.3	1.1	.2	.1
North Dakota	4,185	24.1	19.8	11.2	9.4	11.7	7.2	2.3	9.3	2.8	1.9	.3	.0
Ohio	225,871	17.2	13.8	10.0	8.5	11.7	10.1	6.1	15.7	4.9	1.8	.1	.0
Oklahoma	27,299	32.5	16.3	12.2	7.9	7.5	4.6	3.0	8.6	4.0	2.2	.7	.6
Oregon	27,200	30.2	15.7	10.3	10.2	11.3	5.7	5.4	7.6	2.7	.7	.3	.0
Pennsylvania	191,742	16.8	9.6	7.3	5.9	9.9	8.8	6.6	20.9	10.3	2.9	1.0	.0
Rhode Island	15,839	13.5	10.3	8.7	6.3	11.3	9.9	7.0	20.9	9.8	1.7	.5	.0
South Carolina	46,581	13.6	11.2	6.8	5.8	11.2	9.1	7.1	23.7	9.5	1.7	.2	.2
South Dakota	5,825	35.7	19.0	6.6	6.2	10.1	7.7	3.3	7.5	2.4	1.2	.3	.0
Tennessee	58,838	17.8	11.9	10.1	8.3	11.3	9.2	6.3	16.2	7.0	1.5	.5	.0
Texas	113,921	32.9	17.4	11.0	7.1	9.5	5.1	3.9	8.6	3.6	.9	*	.0
Utah	12,999	34.4	19.2	15.8	9.2	9.5	4.9	2.3	4.6	.3	*	*	.0
Vermont	8,134	21.1	12.8	13.8	7.8	8.6	11.4	7.6	15.2	1.8	*	*	.0
Virginia	59,122	16.6	12.6	9.4	8.8	12.0	8.3	7.8	16.5	6.7	1.0	.3	.0
Washington	59,035	24.9	15.9	11.2	8.4	11.9	7.1	5.2	10.3	2.5	.3	.2	.0
West Virginia	32,228	28.9	15.8	11.5	8.0	10.2	6.9	4.3	10.4	2.7	1.0	.2	.0
Wisconsin	92,911	22.5	13.9	11.1	9.1	13.0	11.3	6.9	9.2	2.5	.5	.1	.0
Wyoming	3,342	36.6	25.2	10.5	7.0	10.5	4.1	.8	4.0	1.4	*	*	.0
Puerto Rico	55,104	13.3	9.6	7.3	8.7	16.4	10.6	8.6	19.0	5.0	.4	.5	.7

Virgin Islands	1,325	26.0	10.7	12.0	6.7	14.7	7.3	4.7	14.7	2.7	.7	*	.0
U.S. total	3,722,667	18.1	12.8	9.9	7.9	11.4	9.3	6.9	15.5	6.2	1.4	.3	.1

*None.

[1] Data are derived from AFDC quality control reviews. There may be some anomalies in specific State numbers due to unidentified errors in coding.

Source: Department of Health and Human Services.

TABLE A-20.—AFDC FAMILIES BY REASON FOR DEPRIVATION OF THE YOUNGEST CHILD, BY STATE,[1] OCTOBER 1983–SEPTEMBER 1984

State	Total families	In percent							
		Deceased parent	Incapacitated parent	Unemployed parent	Divorced or legally separated	Not legally separated	Not married	Other	Unknown
Alabama	54,977	1.3	3.1	0.0	12.2	14.2	67.9	1.0	.2
Alaska	5,761	3.3	2.8	0.0	26.8	17.9	46.3	2.5	.3
Arizona	26,055	1.9	4.3	0.0	18.9	17.9	55.7	1.0	.3
Arkansas	22,408	1.7	3.9	.1	17.2	14.4	61.8	.8	.1
California	546,995	2.7	3.6	13.4	16.4	17.3	40.8	1.7	4.0
Colorado	30,000	.9	3.6	9.2	25.2	11.7	42.2	3.2	4.0
Connecticut	43,628	1.6	1.5	3.2	15.4	14.2	61.6	1.0	1.5
Delaware	9,411	2.9	1.9	2.2	12.2	11.9	65.7	1.9	1.3
District of Columbia	22,903	1.5	1.0	5.2	2.6	10.9	75.1	1.8	1.9
Florida	103,247	1.5	1.6	0.0	12.3	18.7	62.8	1.5	1.6
Georgia	89,251	2.1	2.4	0.0	10.8	19.2	64.0	1.0	.4
Hawaii	17,127	2.6	6.9	8.6	16.2	16.9	42.5	4.6	1.7
Idaho	6,685	1.4	3.2	0.0	33.0	14.8	43.2	2.1	2.4
Illinois	242,671	.9	1.5	7.4	11.6	15.2	62.3	.6	.5
Indiana	57,922	1.6	2.7	.1	29.4	9.8	54.6	1.0	.9
Iowa	39,721	.7	3.9	10.9	33.9	12.0	36.1	1.1	1.3
Kansas	23,998	1.5	3.3	9.3	28.5	15.5	38.0	2.1	1.8

TABLE A-20.—AFDC FAMILIES BY REASON FOR DEPRIVATION OF THE YOUNGEST CHILD, BY STATE,[1] OCTOBER 1983–SEPTEMBER 1984—Continued

State	Total families	In percent							
		Deceased parent	Incapacitated parent	Unemployed parent	Divorced or legally separated	Not legally separated	Not married	Other	Unknown
Kentucky	60,455	1.9	9.2	0.0	23.7	19.2	45.5	.4	0.0
Louisiana	71,792	1.5	2.6	.2	9.6	16.4	66.3	1.6	1.7
Maine	17,931	1.1	4.4	0.0	44.2	10.1	38.8	1.1	.3
Maryland	70,784	1.2	1.9	2.1	9.4	14.4	67.9	1.2	1.9
Massachusetts	87,818	1.9	3.6	4.9	18.7	22.0	44.7	1.2	2.8
Michigan	240,274	1.8	1.0	13.8	24.7	11.3	39.8	1.5	6.2
Minnesota	50,328	1.3	1.8	14.1	29.3	7.6	43.2	.7	2.0
Mississippi	52,890	2.6	4.0	.3	9.1	16.6	66.2	.7	.4
Missouri	67,962	1.7	3.3	5.2	15.8	17.9	54.9	.5	.7
Montana	7,235	1.3	3.3	.3	35.4	20.2	35.1	1.3	3.0
Nebraska	14,851	1.2	1.6	8.6	24.3	9.6	48.0	.8	5.8
Nevada	4,501	1.1	.4	0.0	9.0	18.0	68.1	1.2	2.2
New Hampshire	6,134	2.0	3.7	0.0	34.9	14.4	42.1	1.6	1.4
New Jersey	129,058	2.1	.9	4.7	13.9	17.3	59.3	1.1	.8
New Mexico	18,371	3.6	7.2	.4	22.0	16.3	46.1	3.1	1.3
New York	370,568	2.3	2.8	4.4	11.5	19.9	52.1	1.5	5.6
North Carolina	67,441	1.5	1.9	.1	11.2	17.9	60.4	1.8	5.2
North Dakota	4,185	2.6	1.7	0.0	38.9	6.8	42.7	2.2	5.1
Ohio	225,871	1.4	2.0	16.8	20.5	10.4	43.8	1.0	4.2
Oklahoma	27,299	2.0	2.9	0.0	25.5	17.3	50.1	1.6	.7
Oregon	27,200	1.0	2.5	.1	25.0	24.6	43.6	1.3	1.9
Pennsylvania	191,742	.6	3.9	9.1	12.3	18.8	52.8	1.9	.5
Rhode Island	15,839	1.0	3.9	2.2	22.6	14.5	48.8	2.4	4.5
South Carolina	46,581	1.6	2.5	0.0	6.8	26.4	61.5	.6	.6

South Dakota	5,825	2.4	2.1	.3	23.2	17.9	50.3	2.1	1.8
Tennessee	58,838	1.9	4.2	.0	16.3	16.0	58.4	1.0	2.2
Texas	113,921	2.5	3.4	.0	12.3	22.9	56.9	1.3	.6
Utah	12,999	1.7	2.0	0.0	33.5	20.9	36.7	2.9	2.3
Vermont	8,134	1.8	11.2	8.7	34.3	6.9	29.7	1.7	5.7
Virginia	59,122	1.7	3.3	0.0	11.2	17.7	62.2	.8	3.0
Washington	59,035	1.8	3.4	4.6	29.5	16.4	40.0	2.1	2.2
West Virginia	32,228	.8	5.9	27.4	17.7	18.8	23.6	.9	4.9
Wisconsin	92,911	1.2	2.3	19.3	25.7	5.5	40.0	.9	5.0
Wyoming	3,342	.9	2.5	0.0	41.1	14.3	37.2	.9	3.1
Puerto Rico	55,104	2.3	16.7	0.0	10.8	34.8	32.7	2.3	.4
Virgin Islands	1,325	2.0	5.3	0.0	6.0	12.7	72.0	2.0	0.0
U.S. total	3,722,667	1.8	3.0	7.2	16.8	16.4	50.8	1.3	2.8

[1] Data are derived from AFDC quality control reviews. There may be some anomalies in specific State numbers due to unidentified errors in coding.

Source: Department of Health and Human Services.

TABLE A-21.—FEMALE ADULT RECIPIENTS BY AGE, BY STATE,[1] OCTOBER 1983–SEPTEMBER 1984

State	Total female adults	In percent								
		19–21 years	22–25 years	26–29 years	30–34 years	35–39 years	40–44 years	45–49 years	Over 49 years	Un-known
Alabama	43,874	17.7	23.4	19.6	16.6	10.1	5.1	3.9	3.7	*
Alaska	4,627	12.6	26.2	19.0	21.1	8.2	4.2	3.5	5.3	*
Arizona	19,693	16.9	23.2	19.8	15.9	9.3	5.3	4.4	5.3	*
Arkansas	21,004	16.4	22.5	16.7	13.7	9.6	7.0	5.1	9.0	*
California	450,244	13.2	21.2	19.8	19.1	12.2	6.0	4.2	4.1	*
Colorado	26,642	15.0	24.2	20.9	16.9	12.6	4.9	1.9	3.6	*
Connecticut	38,990	13.0	24.7	19.0	17.8	12.1	5.7	4.2	3.6	*

TABLE A-21.—FEMALE ADULT RECIPIENTS BY AGE, BY STATE,[1] OCTOBER 1983–SEPTEMBER 1984—Continued

State	Total female adults	In percent								
		19–21 years	22–25 years	26–29 years	30–34 years	35–39 years	40–44 years	45–49 years	Over 49 years	Un-known
Delaware	7,217	19.2	28.1	17.6	16.7	9.2	5.8	1.2	2.1	*
Districtof Columbia	18,317	11.3	26.3	20.1	19.8	11.0	6.2	3.8	1.5	*
Florida	77,618	16.6	24.0	17.5	18.4	9.6	7.1	3.5	3.4	*
Georgia	69,267	15.2	22.9	20.6	15.8	11.2	6.3	4.2	3.9	*
Hawaii	14,660	11.4	22.7	20.1	18.8	12.5	7.2	3.0	4.2	*
Idaho	5,804	14.3	23.1	25.8	16.7	10.1	5.2	2.7	2.0	*
Illinois	209,820	14.7	24.3	18.6	17.1	11.5	6.0	4.2	3.6	*
Indiana	51,933	14.2	22.9	22.1	16.9	10.9	5.3	3.2	4.4	*
Iowa	34,692	12.5	24.3	19.8	18.7	13.8	5.6	3.2	2.1	*
Kansas	20,198	15.4	24.7	21.8	16.8	9.6	5.3	3.1	3.2	*
Kentucky	49,067	15.1	22.1	18.7	17.3	12.5	7.2	3.3	3.6	*
Louisiana	58,308	17.3	23.0	21.4	16.9	9.5	6.4	3.1	2.4	*
Maine	15,701	10.0	20.9	21.4	19.2	13.0	7.4	3.7	4.5	*
Maryland	63,150	16.7	23.2	21.2	17.9	9.8	5.6	2.7	2.9	*
Massachusetts	77,909	11.8	22.0	19.7	18.9	13.3	7.5	3.2	3.6	*
Michigan	221,035	9.9	22.7	20.9	19.2	13.0	7.1	3.7	3.5	*
Minnesota	45,327	14.1	23.6	20.9	18.2	12.1	5.5	3.3	2.2	*
Mississippi	40,094	19.1	21.1	16.6	15.9	10.2	7.5	4.2	5.4	*
Missouri	56,679	16.6	24.6	20.0	17.8	9.5	4.9	3.1	3.6	*
Montana	6,108	15.7	25.1	20.8	18.0	7.8	5.9	4.3	2.4	*
Nebraska	11,928	19.5	23.0	24.3	13.2	10.5	4.2	2.8	2.5	*
Nevada	3,560	20.5	19.8	15.8	21.8	8.2	2.7	5.1	6.1	*
New Hampshire	5,220	12.1	26.2	17.9	15.6	13.8	7.8	3.5	3.1	*
New Jersey	113,422	12.0	20.5	19.7	19.5	13.4	7.4	3.8	3.9	*
New Mexico	15,167	14.5	21.8	17.9	17.8	11.0	7.4	3.1	6.5	*

New York	331,520	9.7	18.6	19.7	19.8	14.9	8.7	4.3	4.4	*
North Carolina	52,010	16.4	20.8	18.8	17.1	9.7	6.0	4.0	7.3	*
North Dakota	3,349	16.8	27.3	19.4	18.1	6.0	7.8	1.7	2.8	*
Ohio	199,522	15.1	24.0	21.2	16.8	10.4	6.6	3.2	2.7	*
Oklahoma	22,766	14.5	20.8	18.3	18.9	13.3	5.2	3.5	5.5	*
Oregon	22,538	14.8	26.3	21.6	18.5	9.0	5.2	2.5	2.2	*
Pennsylvania	168,639	10.4	22.9	20.7	20.2	11.8	7.0	3.6	3.5	*
Rhode Island	14,318	11.0	23.5	20.3	16.5	15.1	6.4	3.2	4.0	*
South Carolina	36,721	18.9	22.2	18.2	16.4	10.3	5.7	3.2	5.1	*
South Dakota	4,368	15.9	29.3	15.1	14.7	10.3	5.6	6.0	3.2	*
Tennessee	47,004	17.2	23.9	21.3	15.1	9.4	5.7	3.5	3.9	*
Texas	103,085	15.1	21.4	18.0	15.7	11.7	6.6	3.8	7.8	*
Utah	11,063	16.2	24.6	18.9	21.2	9.1	3.7	3.7	2.7	*
Vermont	7,024	14.1	19.6	22.3	19.6	12.0	6.0	4.1	2.3	*
Virginia	46,572	17.7	25.4	19.4	16.0	10.0	5.3	3.0	3.1	*
Washington	49,788	14.9	23.3	20.6	19.0	11.5	5.5	3.4	1.9	*
West Virginia	24,852	13.9	22.9	21.4	19.2	12.6	5.3	2.5	2.2	*
Wisconsin	81,016	15.5	25.5	20.8	16.4	10.6	6.0	3.2	1.9	*
Wyoming	2,901	16.6	24.3	19.2	20.4	12.0	3.5	1.1	2.6	*
Puerto Rico	45,962	5.4	15.0	18.4	19.1	16.8	10.7	6.6	8.0	*
Virgin Islands	900	18.6	24.5	15.7	19.6	5.9	9.8	3.9	2.0	*
U.S. total	3,173,195	13.6	22.4	19.9	18.1	11.9	6.6	3.7	3.9	*

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* None.

[1] Data are derived from AFDC quality control reviews. There may be some anomalies in specific State numbers due to unidentified errors in coding.

Source: Department of Health and Human Services.

TABLE A-22.—FEMALE ADULT RECIPIENTS AGE 11 THROUGH 19, BY STATE,[1] OCTOBER 1983–SEPTEMBER 1984

State	Total female adults age 11–19	In percent					
		11–14 years	15 years	16 years	17 years	18 years	19 years
Alabama	4,221	1.9	1.3	3.8	12.2	27.3	53.5
Alaska	328	5.6	*	*	10.2	16.7	67.5
Arizona	1,966	*	*	2.9	7.4	42.6	47.1
Arkansas	1,240	*	*	*	*	39.6	60.4
California	34,235	*	1.3	5.7	10.2	29.1	53.7
Colorado	1,753	1.8	*	1.9	5.6	31.2	59.5
Connecticut	3,092	*	.8	3.3	10.0	37.5	48.3
Delaware	601	*	*	*	*	49.7	50.3
District of Columbia	988	3.0	*	9.0	8.3	43.2	36.6
Florida	7,623	*	4.4	2.6	15.8	35.3	41.9
Georgia	7,040	.5	1.6	2.1	8.7	35.4	51.8
Hawaii	819	*	*	*	14.2	32.2	53.6
Idaho	435	*	5.0	*	5.7	32.1	57.2
Illinois	16,952	*	2.5	7.5	17.3	31.3	41.4
Indiana	4,432	.5	1.1	4.5	10.5	37.7	45.6
Iowa	2,432	1.1	1.1	*	11.3	40.9	45.5
Kansas	931	*	*	*	*	36.4	63.6
Kentucky	4,685	2.2	1.1	3.9	15.1	36.3	41.4
Louisiana	4,669	*	*	1.3	.6	38.7	59.4
Maine	1,208	*	*	2.2	22.7	34.1	40.9
Maryland	4,421	*	*	.7	4.0	35.9	59.4
Massachusetts	4,978	*	.7	5.8	6.5	35.4	51.5
Michigan	11,266	*	*	1.9	11.1	33.5	53.6
Minnesota	2,780	*	*	3.8	7.7	20.2	68.3
Mississippi	5,518	.5	2.0	5.2	10.3	34.0	48.0
Missouri	6,252	.4	3.7	9.4	16.3	28.6	41.6
Montana	575	*	*	16.7	20.8	20.8	41.6
Nebraska	1,432	*	*	2.1	8.3	35.4	54.2
Nevada	799	*	2.0	6.4	16.3	41.9	33.5
New Hampshire	590	*	10.3	3.4	24.0	24.3	38.1
New Jersey	8,594	*	3.1	6.4	17.4	25.9	47.2
New Mexico	1,122	2.5	*	*	4.9	34.0	58.6
New York	14,714	*	1.1	*	4.2	32.4	62.3
North Carolina	5,494	1.0	1.0	3.1	10.7	32.1	52.1
North Dakota	401	*	*	3.6	24.2	38.8	33.4
Ohio	14,816	1.3	1.3	1.3	7.6	29.1	59.5
Oklahoma	2,257	*	1.2	1.2	11.9	33.4	52.4
Oregon	1,644	*	*	1.6	6.1	36.1	56.2
Pennsylvania	6,690	*	*	2.3	16.3	26.7	54.7
Rhode Island	1,223	*	*	4.5	13.4	37.8	44.4
South Carolina	3,422	*	*	*	2.2	36.1	61.7
South Dakota	295	*	*	5.8	11.8	23.6	58.8
Tennessee	5,071	.5	2.5	7.1	7.6	36.9	45.5
Texas	10,410	*	1.8	6.7	13.0	28.7	49.8
Utah	857	*	*	*	21.7	30.4	47.8

TABLE A-22.—FEMALE ADULT RECIPIENTS AGE 11 THROUGH 19, BY STATE,[1] OCTOBER 1983-SEPTEMBER 1984—Continued

State	Total female adults age 11-19	In percent: 11-14 years	15 years	16 years	17 years	18 years	19 years
Vermont	597	*	4.5	9.5	*	29.4	56.7
Virginia	4,778	1.3	2.0	3.1	14.9	29.2	49.6
Washington	3,676	*	.8	1.5	4.5	28.8	64.4
West Virginia	1,927	*	2.9	6.6	6.6	35.1	48.8
Wisconsin	5,998	*	.6	*	5.5	33.4	60.4
Wyoming	262	*	*	4.2	6.7	42.0	47.1
Puerto Rico	1,094	*	4.5	22.7	9.1	27.3	36.4
Virgin Islands	44	*	*	*	*	60.0	40.0
U.S. total	233,642	.3	1.4	3.9	10.5	31.9	52.0

* None.

[1] Data are derived from AFDC quality control reviews. There may be some anomalies in specific State numbers due to unidentified errors in coding. Only those persons identified as the caretaker relative (payee) who is in the assistance unit were counted as female adult recipients in this table.

Source: Department of Health and Human Services.

TABLE A-23.—FEMALE ADULT RECIPIENTS BY WORK PROGRAM STATUS, BY STATE,[1] OCTOBER 1983-SEPTEMBER 1984

State	Total female adults	In percent: Registered	Exempt	Unknown
Alabama	43,874	23.7	76.0	0.3
Alaska	4,627	21.6	69.5	8.9
Arizona	19,693	23.6	76.4	*
Arkansas	21,004	15.7	77.7	6.6
California	450,244	26.9	72.6	.5
Colorado	26,642	26.4	72.7	.9
Connecticut	38,990	38.9	60.9	.3
Delaware	7,217	26.3	73.3	.4
District of Columbia	18,317	27.5	72.2	.3
Florida	77,618	18.0	81.9	.1
Georgia	69,267	21.2	78.6	.2
Hawaii	14,660	23.5	76.3	.2
Idaho	5,804	32.5	66.3	1.2
Illinois	209,820	30.2	69.6	.2
Indiana	51,933	33.7	59.0	7.3
Iowa	34,692	20.0	79.6	.4
Kansas	20,198	21.2	78.6	.3
Kentucky	49,067	24.4	74.1	1.4
Louisiana	58,308	15.0	37.2	47.7
Maine	15,701	24.0	75.3	.7
Maryland	63,150	28.8	70.4	.8

TABLE A-23.—FEMALE ADULT RECIPIENTS BY WORK PROGRAM STATUS, BY STATE,[1] OCTOBER 1983–SEPTEMBER 1984—Continued

State	Total female adults	In percent		
		Registered	Exempt	Unknown
Massachusetts	77,909	35.2	64.5	.3
Michigan	221,035	83.3	16.5	.2
Minnesota	45,327	25.8	73.9	.2
Mississippi	40,094	8.9	89.7	1.4
Missouri	56,679	19.7	79.1	1.3
Montana	6,108	23.1	76.9	*
Nebraska	11,928	14.5	84.5	1.0
Nevada	3,560	26.9	72.7	.4
New Hampshire	5,220	22.3	76.2	1.6
New Jersey	113,422	39.6	60.1	.3
New Mexico	15,167	20.7	77.2	2.2
New York	331,520	31.7	67.9	.4
North Carolina	52,010	25.2	49.6	25.2
North Dakota	3,349	36.2	61.8	2.0
Ohio	199,522	34.0	65.6	.3
Oklahoma	22,766	84.1	14.5	1.4
Oregon	22,538	41.0	58.7	.2
Pennsylvania	168,639	34.3	65.2	.5
Rhode Island	14,318	33.5	65.9	.6
South Carolina	36,721	19.2	80.3	.5
South Dakota	4,368	31.7	67.5	.8
Tennessee	47,004	35.0	63.7	1.3
Texas	103,085	26.4	71.4	2.2
Utah	11,063	29.6	70.0	.3
Vermont	7,024	28.6	70.6	.8
Virginia	46,572	45.9	53.2	.9
Washington	49,788	28.9	70.0	1.1
West Virginia	24,852	29.6	70.4	*
Wisconsin	81,016	23.5	75.3	1.1
Wyoming	2,901	40.9	57.2	2.0
Puerto Rico	45,962	16.5	81.8	1.6
Virgin Islands	900	30.4	68.6	1.0
U.S. total	3,173,195	32.8	65.2	2.0

* None.

[1] Data are derived from AFDC quality control reviews. There may be some anomalies in specific State numbers due to unidentified errors in coding.

Source: Department of Health and Human Services.

TABLE A-24.—MALE ADULT RECIPIENTS BY WORK PROGRAM STATUS, BY STATE,[1] OCTOBER 1983–SEPTEMBER 1984

State	Total male adults	In percent		
		Registered	Exempt	Unknown
Alabama	1,424	15.1	84.9	*
Alaska	305	18.1	70.8	11.0
Arizona	1,215	11.9	88.1	*
Arkansas	1,123	6.2	75.0	18.8
California**	91,943	78.8	20.3	.9
Colorado**	4,133	63.1	35.5	1.4
Connecticut**	2,422	74.5	25.5	*
Delaware**	569	84.2	15.8	*
District of Columbia**	545	31.3	68.7	*
Florida	1,188	20.7	79.3	*
Georgia	1,853	11.8	88.2	*
Hawaii**	3,090	36.4	62.7	1.0
Idaho	328	29.2	70.8	*
Illinois**	25,465	79.7	20.3	*
Indiana	3,159	28.3	52.0	19.7
Iowa**	6,910	53.2	46.4	.4
Kansas**	4,224	57.1	42.3	.7
Kentucky	3,379	12.4	80.6	7.0
Louisiana	1,175	15.1	12.7	72.2
Maine	2,530	27.2	70.6	2.2
Maryland**	4,304	54.9	45.1	*
Massachusetts**	7,937	57.7	40.9	1.4
Michigan**	49,423	92.0	7.8	.2
Minnesota**	9,331	60.1	39.6	.3
Mississippi	1,194	2.6	89.7	7.7
Missouri**	6,558	33.0	64.7	2.3
Montana	528	45.5	54.5	*
Nebraska**	1,700	31.6	68.4	*
Nevada	98	32.0	68.0	*
New Hampshire	225	9.2	90.8	*
New Jersey**	8,337	69.4	29.9	.6
New Mexico	908	14.9	82.0	3.1
New York**	31,010	49.3	48.8	2.0
North Carolina	1,871	16.5	47.9	35.6
North Dakota	221	38.8	55.4	5.8
Ohio**	49,318	78.9	20.5	.6
Oklahoma	862	68.7	31.3	*
Oregon	1,411	40.0	60.0	*
Pennsylvania**	29,950	76.4	22.9	.8
Rhode Island**	1,220	31.1	64.5	4.4
South Carolina	1,022	17.0	83.0	*
South Dakota	260	33.4	66.6	*
Tennessee	1,792	32.8	64.3	2.9
Texas	4,813	17.5	79.6	2.9
Utah	484	23.1	76.9	*

TABLE A-24.—MALE ADULT RECIPIENTS BY WORK PROGRAM STATUS, BY STATE,[1] OCTOBER 1983–SEPTEMBER 1984—Continued

State	Total male adults	In percent		
		Registered	Exempt	Unknown
Vermont**	1,677	49.0	51.0	*
Virginia	1,583	32.8	65.1	2.2
Washington**	6,297	58.4	41.1	.4
West Virginia**	10,864	83.5	16.5	*
Wisconsin**	24,040	71.2	26.6	2.1
Wyoming	184	46.4	53.6	*
Puerto Rico	10,038	6.9	89.1	4.0
Virgin Islands	88	20.0	80.0	*
U.S. total	426,529	68.3	30.2	1.5

*None.

** Unemployed parent program in this State during all or part of fiscal year 1984.

[1] Data are derived from AFDC quality control reviews. There may be some anomalies in specific State numbers due to unidentified errors in coding.

Source: Department of Health and Human Services.

Table A-25.—NUMBER OF FOSTER CARE CHILDREN UNDER TITLES IV-A AND IV-E, FISCAL YEARS 1962–86

Fiscal year	Average monthly number of children
1986	108,193
1985	108,307
1984	102,051
1983	97,360
1982	93,309
1981	104,851
1980	100,272
1979	103,771
1978	106,504
1977	110,494
1976	114,962
1975	106,869
1974	90,000
1973	84,097
1972	71,118
1971	57,075
1970	34,450
1969	16,750
1968	8,500
1967	8,030
1966	7,385
1965	5,623

Table A-25.—NUMBER OF FOSTER CARE CHILDREN UNDER TITLES IV-A AND IV-E, FISCAL YEARS 1962-86—Continued

Fiscal year	Average monthly number of children
1964	4,081
1963	2,308
1962	989

Source: Department of Health and Human Services.

TABLE A-26.—TITLE IV-E FOSTER CARE EXPENDITURES AND AVERAGE MONTHLY NUMBER OF CHILDREN, BY STATE, FISCAL YEAR 1986

State	Foster care expenditures	Transfer of foster care funds to IV-B child welfare services [1]	Average monthly number of children
Alabama	$2,078,591	$390,328	1,521
Alaska	17,540	0	2
Arizona	2,908,399	0	476
Arkansas	703,879	346,287	455
California	134,239,823	0	21,309
Colorado	2.721,116	0	1,804
Connecticut	3,689,777	0	1,087
Delaware	393,665	142,134	337
District of Columbia	5,752,848	0	1,186
Florida	3,475,385	0	1,308
Georgia	8,876,885	0	1,750
Hawaii	88,157	0	35
Idaho	387,120	307,927	166
Illinois	10,634,900	0	4,206
Indiana	1,112,800	1,727,531	1,368
Iowa	2,468,515	0	707
Kansas	3,995,963	643,454	1,096
Kentucky	6,382,648	0	1,587
Louisiana	11,792,443	0	2,115
Maine	2,982,636	0	681
Maryland	8,997,215	0	1,595
Massachusetts	5,325,713	0	898
Michigan	42,409,195	0	6,492
Minnesota	8,823,196	0	1,738
Mississippi	797,169	850,000	761
Missouri	13,455,393	0	2,076
Montana	1,360,904	0	311
Nebraska	3,090,347	0	743
Nevada	358,537	206,950	214
New Hampshire	1,299,788	0	469
New Jersey	16,422,601	0	3,977
New Mexico	2,649,367	0	524
New York	149,424,297	4,213,168	17,622

TABLE A–26.—TITLE IV–E FOSTER CARE EXPENDITURES AND AVERAGE MONTHLY NUMBER OF CHILDREN, BY STATE, FISCAL YEAR 1986—Continued

State	Foster care expenditures	Transfer of foster care funds to IV–B child welfare services [1]	Average monthly number of children
North Carolina	$1,932,320	$207,877	1,425
North Dakota	964,275	0	262
Ohio	16,791,396	0	4,156
Oklahoma	3,691,931	0	1,003
Oregon	7,155,805	783,302	1,238
Pennsylvania	30,548,903	0	6,900
Rhode Island	2,195,803	0	348
South Carolina	1,837,812	0	862
South Dakota	620,961	129,306	281
Tennessee	1,774,183	1,547,489	1,063
Texas	11,677,355	0	2,814
Utah	963,403	0	258
Vermont	2,477,020	0	469
Virginia	3,000,931	1,371,472	1,919
Washington	3,920,889	1,139,984	1,012
West Virginia	7,688,751	0	1,039
Wisconsin	11,909,609	888,291	2,435
Wyoming	143,921	0	93
Total	568,312,079	14,895,500	108,193

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[1] The law allows States to transfer unused foster care maintenance payments to be used for child welfare services under specified circumstances.

Source: Department of Health and Human Services.

TABLE A–27.—EMERGENCY ASSISTANCE: CASELOAD AND PAYMENTS, FISCAL YEAR 1986 (PRELIMINARY DATA)

	Average monthly caseload	Average monthly payments
Arkansas [1]	48	$5,159
California [1]	662	2,298,870
Delaware	216	24,122
District of Columbia	1,086	57,278
Georgia	629	614,950
Illinois	314	54,654
Kansas	170	31,926
Maine	279	80,515
Maryland	1,881	391,854
Massachusetts	4,222	1,287,856
Michigan	4,716	713,523
Minnesota	1,379	549,019
Montana	124	26,477
Nebraska	208	88,102
New Jersey	632	302,097
New York [1]	5,669	3,855,879

TABLE A-27.—EMERGENCY ASSISTANCE: CASELOAD AND PAYMENTS, FISCAL YEAR 1986 (PRELIMINARY DATA)—Continued

	Average monthly caseload	Average monthly payments
Ohio	4,877	548,148
Oklahoma	809	201,601
Oregon	1,601	341,485
Pennsylvania	48	7,040
Vermont	308	23,440
Virginia	22	5,676
Washington	684	256,233
West Virginia	1,136	145,858
Wisconsin	253	137,850
Wyoming	453	99,891
Puerto Rico	886	14,987
Virgin Islands	2	320
U.S. total	33,311	12,164,811

[1] Data for July, August, and September taken from Form SSA-3645, "Flash" Report.

Source: Office of Family Assistance, Department of Health and Human Services.

PART II

CHILD SUPPORT AND ESTABLISHMENT OF PATERNITY

A. Description of Program

HISTORICAL DEVELOPMENT

When the Committee on Finance reported amendments in 1974 to provide for the establishment of the child support enforcement program, it observed:

"The enforcement of child support obligations is not an area of jurisprudence about which this country can be proud."

Citing studies that had been done on the subject of nonsupport of children, the Committee commented:

"Thousands of unserved child support warrants pile up in many jurisdictions and often traffic cases have a higher priority. The blame for this situation is shared by judges, prosecutors and welfare officials alike, and is reinforced by certain myths which have grown up about deserting fathers."

The Committee's proposal to create a new child support enforcement program reflected a desire to improve in a very significant way the collection of support on behalf of children with absent parents. In presenting its rationale for the new program, the Committee stated:

"The Committee believes that all children have the right to receive support from their fathers. The Committee bill . . . is designed to help children attain this right, including the right to have their fathers identified so that support can be obtained. The immediate result will be a lower welfare cost to the taxpayer but, more importantly, as an effective support collection system is established fathers will be deterred from deserting their families to welfare and children will be spared the effects of family breakup."

In the years prior to enactment of the new child support program, the Committee had made continuing efforts to strengthen the law on behalf of children deprived of their parents' support because of desertion and illegitimacy.

As early as 1950 the Committee provided for prompt notice to law enforcement officials of the furnishing of Aid to Families with Dependent Children Program benefits with respect to a child who had been deserted or abandoned.

In 1967, the Committee instituted what it believed would be an effective program of enforcement of child support and determination of paternity. The 1967 amendments to the Social Security Act required the State welfare agencies to establish a single, identifiable unit with the responsibility of undertaking to establish the paternity of each child receiving welfare who was born out of wedlock and to secure support for him. If the child had been deserted by the parent, the welfare agency was required to secure support from the deserting parent, using any reciprocal arrangements adopted with other States to obtain or enforce court orders for support. The amendments also required the State welfare agencies to enter into cooperative arrangements with the courts and with law enforcement officials to carry out the program. In order to assist in locating absent parents, the law gave access to records (if there was a court order) of both the Social Security Administration and of the Internal Revenue Service.

Although it was hoped that the States would use the 1967 mandate to improve their programs in behalf of deserted children, there was in fact very little increased activity on the part of most States in the succeeding years. By 1972 the Committee had concluded that the law needed to be strengthened, and efforts began to enact new legislation to require the States to improve their programs for establishing and collecting support. These efforts culminated in the enactment in 1975 of the present child support enforcement program as title IV–D of the Social Security Act (P.L. 93–647).

The 1975 legislation had the desired effect of prompting the States to begin to develop child support enforcement programs on a significant scale. The program gradually gained momentum. More than $2 billion in child support was collected in fiscal year 1983, nearly four times the amount collected in 1976. The number of parents who were located using program location resources also increased fourfold, to 800,000 in 1983. Paternity was established on behalf of 209,000 children in 1983, compared to only 15,000 in 1976.

THE CHILD SUPPORT ENFORCEMENT AMENDMENTS OF 1984

As the effectiveness of the program grew, interest in enhancing that effectiveness also grew. In 1984, the Congress enacted the Child Support Enforcement Amendments of 1984 (P.L. 98–378).

The 1984 amendments reflected a specific effort to refocus the child support enforcement program to serve a broader clientele. Although the 1975 legislation required States to provide services to all those who applied for them, regardless of whether they were receiving AFDC, a number of States had served relatively few nonwelfare mothers. The new legislation spoke in terms of serving all children in the United States who are in need of assistance in securing financial support from their parents, regardless of their circumstances. This intent was reinforced by a change in funding rules to give States financial incentives to make collections on behalf of both non-welfare and welfare families, instead of incentives based solely on collections on behalf of welfare families, as had been the case under prior law.

The 1984 amendments also gave the States specific new enforcement tools. Under prior law, States were free to use the enforcement tools they wished. Some States had used tough procedures, others had not. This discretion was removed. The 1984 law required all States to have in effect laws that establish the following procedures with respect to cases being enforced under the Federally-aided child support program:

(1) Mandatory wage withholding for all families receiving services under the title IV-D program (including both AFDC and non-AFDC families) if support payments are delinquent in an amount equal to one month's support. States must also allow absent parents to request withholding at an earlier date;

(2) Imposing liens against real and personal property for amounts of overdue support;

(3) Withholding of State tax refunds payable to a parent of a child receiving IV-D services, if the parent is delinquent in support payments;

(4) Making available information regarding the amount of overdue support owed by an absent parent to any consumer credit bureau, upon request of such organization;

(5) Requiring individuals who have demonstrated a pattern of delinquent payments to post a bond, or give some other guarantee to secure payment of overdue support;

(6) Establishing expedited processes within the State judicial system or under administrative processes for obtaining and enforcing child support orders and, at the option of the State, for determining paternity;

(7) Notifying each AFDC recipient at least once each year of the amount of child support collected on behalf of that recipient; and

(8) Permitting the establishment of paternity until a child's 18th birthday.

In addition to requiring the States to adopt new enforcement tools, the law also required the Internal Revenue Service to withhold Federal tax refunds that are due an individual who is delinquent in making child support payments, under specified circumstances. Under prior law such withholding occurred only with respect to parents of children who are receiving welfare. The new law extended the withholding procedure to the parents of non-welfare children beginning with refunds payable in 1986.

Other major provisions included: a reduction in the Federal matching rate from 70 percent to 68 percent in fiscal years 1988 and 1989, and to 66 percent in fiscal year 1990 and each year thereafter; a requirement that each State establish non-binding guidelines for child support awards within the State; and a revision of the audit and penalty provision requiring the Federal Office of Child Support Enforcement to conduct audits of State program performance at least every three years (instead of every year as under prior law), and to impose a gradually increasing penalty on States that fail to operate a program that is in substantial compliance with Federal laws and regulations.

FEDERAL OFFICE OF CHILD SUPPORT ENFORCEMENT

One of the major concerns of the Committee when it designed the child support enforcement program was to assure that the program would have sufficient visibility and stature to be able to operate effectively. The 1974 Committee bill thus required the Department of Health, Education, and Welfare (now Health and Human Services) to set up a separate organizational unit under the control of an Assistant Secretary for child support who would report directly to the Secretary. This provision was subsequently modified by conferees to omit the requirement that the unit be headed by an Assistant Secretary. However, the basic requirement of establishing a separate unit under the control of a person designated by and reporting directly to the Secretary was retained.

Under a March, 1977 reorganization of the Department, the Commissioner of Social Security was designated as the Director of the Office of Child Support Enforcement (OCSE). In 1986 the Department was again reorganized and the Director of the new Family Support Administration was designated to serve concurrently as Director of the OCSE. The Family Support Administration also is responsible for administering the Aid to Families with Dependent Children program.

The responsibilities of the Director of the OCSE include: establishing State standards to assure program effectiveness, reviewing and approving State plans, administering the audit and penalty provisions of the law, providing States with technical assistance, and setting organizational and staffing requirements for State agencies.

STATE RESPONSIBILITIES

The basic responsibility for child support enforcement and establishment of paternity rests with the States. The law requires each State to designate a single and separate organizational unit of State government to administer the program. The 1967 child support legislation had required that the program be administered by the welfare agency. The 1975 Act deleted this requirement in order to give each State the opportunity to select the most effective administrative mechanism. Most States have placed the child support agency within the social or human services umbrella agency that also administers the AFDC program. Some States, however, have established different administrative arrangements. For example, Alaska, Montana and Massachusetts have placed the child support program in the State revenue department. In Texas, the State attorney general administers the program. The programs may be administered either by a State agency, or by localities under State supervision. Most programs are State administered.

States are required to operate their programs in accordance with State plans. These plans must provide for the use of enforcement tools, such as wage withholding, that were added as requirements by the 1984 amendments. In addition, the plans must provide that the State will undertake to secure support for an AFDC child whose rights to support have been assigned to the State. (Assignment of rights to support is a condition of eligibility for AFDC benefits.) It must also provide for the establishment of paternity for AFDC children.

With respect to non-AFDC families, the State must make available, upon application, the collection and paternity determination services that are provided to AFDC families. The State must charge an application fee for these services (set at a maximum of $25, but the maximum is subject to future adjustment by the Secretary to reflect changes in administrative costs). This fee may be paid by the parent applying for the services, be recovered from the absent parent, or paid for by the State from its own funds. The State may (but is not required to) recover costs in excess of the fee either from the absent parent, or from the individual who receives the services. If the State chooses the latter option, it must have in effect a procedure whereby all persons in the State who have authority to order support are informed that the costs will be collected from the individual to whom the services are made available.

State plans must also provide for: entering into cooperative arrangements with appropriate courts and law enforcement officials to assist the child support agency in administering the program; establishing and using a State Parent Locator Service to locate absent parents; and cooperating with other States in establishing paternity, locating absent parents, and in securing compliance with an order by another State.

ROLE OF FEDERAL COURTS

Under the child support enforcement program, States may have access to the Federal courts to enforce court orders for support in cases involving interstate enforcement. It is the responsibility of the director of the OCSE to receive applications from States for permission to use these courts. He must approve applications for use of the Federal district court if he finds that a State has not undertaken to enforce the court order of the originating State within a reasonable time, and that use of the Federal court is the only reasonable method of enforcing the court order.

In practice, the States have made virtually no use of this interstate enforcement tool.

USE OF THE IRS

States may call upon the Internal Revenue Service for assistance in collecting past-due support.

Amendments enacted in 1981 (P.L. 97-35) authorized the withholding from Federal tax refunds of past-due support owed on behalf of an AFDC child. This authority was extended to include past-due support owed on behalf of a non-AFDC child by the 1984 amendments. Amounts of past-due support that have been collected through this offset mechanism have grown from $168 million in 1982 to $308 million in 1986. (See table B-46 for State-by-State data.)

The statute also authorizes the States to request that the IRS use its regular enforcement tools to collect delinquent child support payments. States must reimburse the Federal Government for any costs involved in making the collections. To date, little use has been made of this mechanism ($489,900 was collected in 1986). (See table B-47 for State-by-State data.)

FEDERAL PARENT LOCATOR SERVICE

The statute requires the Secretary of HHS to establish and operate a Federal Parent Locator Service to be used to find absent parents in order to enforce child support obligations. Upon request, the Secretary must provide to an authorized person the most recent address and place of employment of any absent parent if the information is contained in the records of the Department of Health and Human Services, or can be obtained from any other department or agency of the United States or of any State.

The Federal Parent Locator Service processed more than 500,000 requests for location assistance in 1985.

Withholding From Unemployment Compensation

The law requires the State child support agencies to use information available from State unemployment offices to determine whether any individual receiving compensation owes child support obligations that are being enforced by the child support agency. If so, the child support agency must either reach an agreement with the individual for withholding from his unemployment compensation check or, in the absence of such an agreement, bring legal process to require withholding. In 1985, about $25.8 million was collected in this manner, up from $13.3 million in 1983. (See table B-48 for State-by-State data.)

Garnishment of Federal Payments

Title IV–D of the Social Security Act also includes a provision allowing garnishment of wages and other payments made by the Federal Government for enforcement of child support and alimony obligations. The statute provides that moneys (the entitlement to which is based upon remuneration for employment) payable by the United States to any individual are subject to legal process brought for the enforcement against such individual of his legal obligation to provide child support or make alimony payments. The law sets forth in detail the procedures which must be followed for service of legal process, and specifies that the term "based upon remuneration for employment" includes wages, periodic benefits for the payment of pensions, retirement or retired pay (including Social Security and other retirement benefits), and other kinds of Federal payments.

Allotments for Support Owed by Members of the Uniformed Services

Title IV–D requires that in any case in which a member of the uniformed services on active duty fails to make periodic child support payments under a child support order (which must meet specified criteria), and the delinquency is in an amount equal to the support payable for two months or longer, the member must make allotments from his pay and allowances. The amount of the allotment is the amount necessary to comply with the order, subject to limitations established by the Consumer Credit Protection Act.

Federal Matching for Administrative Costs

The Federal Government currently pays 70 percent of State and local administrative costs for services to both AFDC and non-AFDC families on an open-ended entitlement basis. The matching rate was reduced from 75 percent to 70 percent by a provision in the Tax Equity and Fiscal Responsibility Act of 1982 (P.L. 97–247). Under the Child Support Enforcement Amendments of 1984 (P.L.

98-378), the matching will be further reduced to 68 percent for fiscal years 1988 and 1989, and to 66 percent for fiscal year 1990 and years thereafter.

FEDERAL MATCHING FOR AUTOMATED SYSTEMS

Ninety percent Federal matching is available, on an open-ended entitlement basis, to States that elect to establish an automatic data processing and information retrieval system designed to assist management in the administration of the State plan, so as to control, account for, and monitor all the factors in the support enforcement collection and paternity determination process. Funds may be used to plan, design, develop, and install or enhance the system. The Secretary must approve the system as meeting specified conditions before matching is available.

An amendment in the Child Support Enforcement Amendments of 1984 specified that the 90 percent matching rate is available to pay for the acquisition of computer hardware. The amendment also specified that if a State meets the Federal requirements for 90 percent matching, it may use 90 percent matching funds to pay for the development and improvement of the income withholding and other procedures required in the 1984 law.

According to the Administration, 33 States are currently involved in some phase of development for Statewide, comprehensive systems at the 90 percent matching rate. Federal spending for this purpose has been as follows: Fiscal year 1983—$1.3 million; 1984—$5.2 million; 1985—$11.1 million; 1986—$12 million; and 1987 (estimated)—$31 million.

DISTRIBUTION OF COLLECTIONS

The first $50 in monthly support payments collected on behalf of an AFDC family is passed on to the family without affecting the amount of its AFDC payment. (This $50 "pass-through" provision was added by P.L. 98-369.) (See Table B-1 for amounts that are paid to families under this provision in each State.) Additional collections made on behalf of AFDC families are used to offset the cost to the Federal and State governments of welfare payments made to the family. The amounts retained by the government are distributed between the Federal and State governments according to the proportional matching share which each has under a State's AFDC program.

Child support collections made on behalf on non-AFDC families are generally passed through in full to the families, although if the family has previously received AFDC, amounts collected that represent arrearages and are in excess of specified monthly support payments may (and in some cases must) be retained by the agency and distributed between the Federal and State governments in the same way that collections on behalf of AFDC recipients are distributed.

FEDERAL INCENTIVE PAYMENTS

As an incentive to encourage State and local governments to participate in the child support program and to operate their programs on a cost effective basis, the law provides a schedule of Federal incentive payments. Each State is eligible to receive a basic payment equal to a minimum of 6 percent of collections made on behalf of AFDC families, and 6 percent of collections made on behalf of non-AFDC families. The amount of each State's incentive payment can reach a high of 10 percent of AFDC collections, plus 10 percent of non-AFDC collections, depending on the State's ratio of administrative costs to collections. There is a limit on the incentive payments for non-AFDC collections. The incentive payments for these collections currently may not exceed 100 percent of incentive payments for AFDC collections. This percentage increases to 105 percent in fiscal year 1988, 110 percent in 1989 and 115 percent in 1990 and years thereafter. The laboratory costs for blood-testing for establishing paternity are excluded from the State's administrative costs in determining the State's cost/collection ratios for purposes of determining the amount of the incentive payment. (See table B-31 for State-by-State data on incentive payments.)

Incentives are paid according to the following cost/collection ratios (ratio of AFDC collections to total administrative costs, and ratio of non-AFDC collections to total administrative costs).

Ratio	*Incentive equal to this percent of collections*
Cost/collection ratio below 1.4:1	6
Cost/collection ratio of:	
1.4:1	6.5
1.6:1	7.0
1.8:1	7.5
2.0:1	8.0
2.2:1	8.5
2.4:1	9.0
2.6:1	9.5
2.8:1	10.0

TABLE B-1.—CHILD SUPPORT "PASSED-THROUGH" TO AFDC FAMILIES UNDER $50 DISREGARD PROVISION, FISCAL YEARS 1985 AND 1986

State	1985	1986
Alabama	$1,607,534	$4,159,874
Alaska	10,481	290,828
Arizona	178,227	539,721
Arkansas	498,696	2,149,422
California	6,000,000	26,646,023
Colorado	747,100	1,589,786
Connecticut	820,318	3,385,859
Delaware	179,328	788,876
District of Columbia	125,025	558,013
Florida	3,465,231	7,043,554
Georgia	1,424,127	3,390,941
Guam	49,077	67,968

TABLE B–1.—CHILD SUPPORT "PASSED-THROUGH" TO AFDC FAMILIES UNDER $50 DISREGARD PROVISION, FISCAL YEARS 1985 AND 1986—Continued

State	1985	1986
Hawaii	252,018	1,033,651
Idaho	6,114	598,533
Illinois	4,651,009	6,109,790
Indiana	3,392,920	5,528,974
Iowa	1,031,219	4,487,517
Kansas	318,735	1,502,530
Kentucky	1,406,258	3,029,008
Louisiana	72,655	4,447,800
Maine	1,543,096	2,191,697
Maryland	2,911,254	6,934,473
Massachusetts	2,159,635	9,908,670
Michigan	9,842,753	21,042,108
Minnesota	3,977,720	5,836,068
Mississippi	166,329	1,710,280
Missouri	2,652,363	3,120,432
Montana	88,382	476,313
Nebraska	278,617	1,186,224
Nevada	135,710	356,772
New Hampshire	114,336	455,025
New Jersey	2,607,207	10,730,824
New Mexico	164,100	689,303
New York	12,635,241	23,615,493
North Carolina	3,649,126	8,470,100
North Dakota	432,528	600,081
Ohio	0	14,180,586
Oklahoma	785,646	1,177,627
Oregon	2,174,462	2,305,597
Pennsylvania	0	16,086,690
Puerto Rico	632,235	899,147
Rhode Islands	1,125,811	1,210,817
South Carolina	1,579,647	3,474,364
South Dakota	228,011	442,851
Tennessee	2,157,948	3,618,099
Texas	1,386,764	3,130,938
Utah	739,372	1,406,728
Vermont	193,406	812,161
Virgin Islands	22,276	91,935
Virginia	1,260,436	2,037,102
Washington	3,301,102	4,677,849
West Virginia	842,273	1,158,736
Wisconsin	7,616,205	9,913,927
Wyoming	141,317	312,744
Nationwide total	93,772,380	241,610,429

Source: Office of Child Support Enforcement, February 9, 1987.

B. Implementation of the 1984 Amendments

The Child Support Enforcement Amendments of 1984 (P.L. 98-378) required the States to implement a number of new enforcement tools designed to improve collections on behalf of both AFDC and non-AFDC families. These enforcement tools had an effective date of October 1, 1985. However, if there was a finding by the Secretary of HHS that implementation required a change in State law, the State was given leeway in implementation to accommodate the scheduling of the next session of the State legislature.

Although nearly all jurisdictions now have in place legislation that enables them to use the mandatory techniques, only 27 jurisdictions have fully met Federal requirements for implementing the eight major mandatory enforcement techniques. The fact that a State is considered to have met Federal implementation requirements does not necessarily mean that the enforcement technique is being widely used. Many States that are counted as having implemented a procedure are only beginning to use it. Keeping this in mind, the major enforcement tools and the status of implementation by the States is reported by HHS to be as follows (as of January 28, 1987):

(1) Mandatory wage withholding for all IV-D families (AFDC and non-AFDC) if support payments are delinquent in an amount equal to one month's support. States must also allow absent parents to request withholding at an earlier date.

Wage withholding is generally considered to be the most important and effective of the newly mandated procedures. To date, 30 States have fully met Federal implementation requirements. (All States have some kind of legislation authorizing wage withholding.) The States that have met the requirements and the date the requirements were met are as follows:

Alabama	October 28, 1986
Alaska	May 2, 1986
Arizona	October 28, 1986
Arkansas	May 1, 1986
Florida	December 4, 1986
Georgia	June 17, 1986
Hawaii	December 22, 1986
Idaho	June 30, 1986
Indiana	June 13, 1986
Iowa	September 26, 1986
Louisiana	October 2, 1986
Maine	December 16, 1986
Maryland	August 4, 1986
Michigan	April 1, 1986
Minnesota	March 12, 1986
Mississippi	October 9, 1986
Nebraska	August 22, 1986
New Hampshire	September 12, 1986
New Jersey	September 29, 1986
New York	June 30, 1986
North Carolina	October 9, 1986

Oklahoma	October 1, 1986
Oregon	October 23, 1985
South Carolina	October 9, 1986
South Dakota	September 18, 1986
Tennessee	September 4, 1986
Utah	February 12, 1986
Virgin Islands	December 19, 1986
Virginia	October 31, 1986
Washington	October 24, 1986

(2) Imposing liens against real and personal property for amounts of overdue support.

> All jurisdictions have statutes that address this requirement; fifty have implemented it.

(3) Withholding of State tax refunds payable to a parent of a child receiving IV–D services, if the parent is delinquent in support payments.

> Forty-four jurisdictions have statutes that address this requirement; thirty-six have implemented it. Ten States have a Statewide exemption from implementing the requirement (e.g., because the State has no income tax).

(4) Making available information regarding the amount of overdue support owed by an absent parent to any consumer credit bureau, upon request of such organization.

> Fifty-two jurisdictions have statutes addressing this requirement; 47 have implemented it.

(5) Requiring individuals who have demonstrated a pattern of delinquent payments to post a bond, or give some other guarantee to secure payment of overdue support.

> All jurisdictions have statutes addressing this requirement; 49 have implemented it.

(6) Establishing expedited processes within the State judicial system or under administrative processes for obtaining and enforcing child support orders and, at the option of the State, for determining paternity.

> Fifty jurisdictions have statutes addressing this requirement; 36 have implemented it.

(7) Permitting the establishment of paternity until a child's 18th birthday.

> Fifty-three jurisdictions have statutes addressing this requirement; 53 have implemented it.

(8) Procedures under which all child support orders that are issued or modified in the State will include provisions for withholding from wages, in order to assure that withholding as a means of collecting child support is available if arrearages occur without the necessity of filing application for services under the IV–D program.

> Fifty-two jurisdictions have statutes that address the requirement; 46 have implemented it.

Other major requirements of the 1984 amendments and the status of implementation are as follows:

(1) The establishment of State guidelines for child support award amounts within the State which are made available to

all judges and other officials who have the power to determine awards, but are not binding upon the judges or officials (effective October 1, 1987).

> Thirty jurisdictions have some form of guidelines in place (some of which may not fully comply with Federal requirements); 24 have planned implementation.

(2) The establishment of State Commissions (appointed by the Governor) to study and report on the operation of the State's child support system, with special attention to visitation, standards for support, effectiveness of State programs and other areas of concern.

> A total of 41 jurisdictions have appointed commissions that have reported to the governors. Eleven States were granted waivers from this requirement. (The 1984 amendments gave the Secretary the authority to waive the requirement for a commission if he determined that the State had in place objective standards for child support obligations, had convened a commission or council within the last 5 years, or was found to be making satisfactory progress toward fully effective child support enforcement.)

C. Census Data Relating to Receipt of Child Support

The U.S. Bureau of the Census has conducted surveys specifically designed to derive information on the receipt of child support. These surveys have been conducted in 1979, 1982 and 1984.

Findings from the most recent (1984) survey show that 58 percent of women living with children under 21 years of age were awarded (or had an agreement to receive) child support. About 42 percent of those who were not awarded support were women who had never been married, 23 percent were women who were currently separated, 21 percent were women who were currently divorced, and 14 percent were women who were divorced but had remarried.

Women who had been married were far more likely to have been awarded child support than never-married women. More than three-fourths of women who were currently divorced, or divorced but remarried, had child support awards. Only 18 percent of never-married women had been awarded child support.

Awards also varied significantly by the educational attainment of the women. Only 42 percent of those with less than a high school education had been awarded support, compared with 71 percent of those who had four or more years of college education.

Eighty percent of those who had been awarded support were supposed to receive payments in 1983. Of those who were supposed to receive payments, about half received the full amount they were due. Nearly a quarter received nothing at all.

The Census data show that the amount of child support that is received is relatively low. The mean amount of support for all women who received some payment increased from $2,110 in 1981 to $2,340 in 1983. After adjusting for inflation, however, payments showed no significant change in real terms. Consequently, according to the Census data, average child support payments in 1983 remained about 15 percent below the level reported in 1978 in real terms. Child support payments as a percentage of the average income of men remained at about the same level—13 percent—in all three survey years.

Excerpts from the Bureau of the Census publication, "Child Support and Alimony: 1983", are included at the end of this Part (Appendix B).

D. Family Status of Children

Both the number and percentage of children living with one parent have grown substantially in the last quarter century. In 1960, 5.8 million children, or 9.2 percent of all children under 18, lived with one parent. By 1985, the number had grown to 14.6 million, or 23.4 percent of all children. (See Table B–2.)

The number of children living with a never-married parent has also grown substantially, from 243,000 or 0.4 percent of all children in 1960, to 3.8 million, or six percent of all children in 1985.

These numbers represent a snapshot of children at a particular time. The number of children living in other than a two-parent family during some part of their childhood is very much greater. Sandra Hofferth of the National Institute of Child Health and Human Development published research findings in the February, 1985 *Journal of Marriage and the Family* which project that, by age 17, 70 percent of white children born in 1980 will have spent at least some time with only one parent before they reach age 18. The proportion for black children is 94 percent. Of children born in 1980, white children can be expected to spend 31 percent of their childhood years with one parent, black children 59 percent. The research shows that children's experience depends on family type at birth. According to the Hofferth projections, 64 percent of white children born in 1980 into a first-marriage family could expect to live at some point in a one-parent family by age 17; they could expect to spend 25 percent of their childhood in such a family. The comparable figures are 89 percent and 44 percent for black children born in the same year.

TABLE B–2.—STATUS OF CHILDREN: 1960–85

[In thousands]

	1960	1970	1975	1980	1985
Children under 18:					
Total in population	63,727	69,162	64,165	63,427	62,475
Living with 1 parent	5,832	8,199	11,246	12,466	14,635
As percent of all children	9.2	11.9	17.5	19.7	23.4
Living with never-married parent	243	557	1,198	1,820	3,756
As percent of all children	.4	.8	1.9	2.9	6.0
Receiving AFDC [1]	2,314	6,214	8,095	7,419	7,163

[1] Includes some children age 18–22 for years 1960–80.

Source: Based on Census and DHHS publications.

E. Enforcement of Interstate Support Obligations

Since the child support enforcement program began in 1975 there has been provision in the law to require States to cooperate in enforcing interstate cases. Specifically, the law requires each State to cooperate with any other State in establishing paternity, locating absent parents, and in securing compliance by an absent parent with an order issued in another State.

The Child Support Enforcement Amendments of 1984 included a provision to encourage interstate cooperation by providing Federal incentive payments for collections made in interstate cases to both the initiating and responding States. In addition, the legislation authorized $7 million in fiscal year 1985, $12 million in 1986, and $15 million in 1987 and years thereafter to fund special projects developed by States for demonstrating innovative techniques for improving child support collections in interstate cases.

In 1982, the Office of Child Support Enforcement funded a grant to study problems in the area of interstate collections and to recommend changes to improve State procedures. One of the recommendations of the Interstate Child Support Collections Study (issued May 1, 1985) was the development by the Federal Government of more comprehensive regulations governing interstate cases. On December 2, 1986, the Department of Health and Human Services published proposed regulations that would require States to extend to interstate IV-D cases the full range of services available in the State for locating absent parents, establishing paternity, establishing child support obligations, and securing compliance by an absent parent with a support order. In addition, the proposed regulations would require that each State establish a central registry for receiving and controlling all incoming interstate IV-D cases.

It has long been recognized that States have been giving inadequate attention to the enforcement of interstate support obligations. Until recently, however, there have been no data on interstate enforcement activities. As a result of the 1984 amendments requiring more detailed data collection, some information on interstate activities is becoming available. According to the Office of Child Support Enforcement, in 1986 States reported using their title IV-D programs to make AFDC collections on behalf of other States totaling $79 million, and non-AFDC collections totaling $153 million. See tables B-3 and B-4 for State-by-State interstate collection data for AFDC (including foster care) and non-AFDC cases.

TABLE B-3.—CHILD SUPPORT COLLECTIONS MADE ON BEHALF OF OTHER STATES (AFDC AND FOSTER CARE CASES), FISCAL YEARS 1985 AND 1986

State	1985	1986
Alabama		$889,140
Alaska	$313,450	1,288,185
Arizona		1,673,816

TABLE B–3.—CHILD SUPPORT COLLECTIONS MADE ON BEHALF OF OTHER STATES (AFDC AND FOSTER CARE CASES), FISCAL YEARS 1985 AND 1986—Continued

State	1985	1986
Arkansas		969,521
California		13,800,107
Colorado		2,120,405
Connecticut		1,532,255
Delaware	96,867	2,101,395
District of Columbia		686,854
Florida		6,934,238
Georgia		1,357,975
Guam	8,062	33,752
Hawaii	106,037	502,587
Idaho		191,514
Illinois		2,497,433
Indiana		2,124,850
Iowa		697,976
Kansas		838,334
Kentucky		765,360
Louisiana		209,785
Maine		315,972
Maryland		500,000
Massachusetts		2,835,052
Michigan		542,262
Minnesota	535,221	1,980,932
Mississippi		335,178
Missouri		278,962
Montana		96,645
Nebraska		317,220
Nevada	672,942	1,968,236
New Hampshire		410,802
New Jersey		2,813,207
New Mexico		729,009
New York		723,288
North Carolina		614,069
North Dakota		162,151
Ohio		1,423,081
Oklahoma		988,850
Oregon		3,200,782
Pennsylvania		1,924,744
Puerto Rico		1,865,747
Rhode Island		670,440
South Carolina		2,209,263
South Dakota		443,595
Tennessee		1,654,525
Texas		2,850,581
Utah		657,080
Vermont		
Virgin Islands		33,499
Virginia		173,278
Washington	1,966,277	4,577,139

TABLE B-3.—CHILD SUPPORT COLLECTIONS MADE ON BEHALF OF OTHER STATES (AFDC AND FOSTER CARE CASES), FISCAL YEARS 1985 AND 1986—Continued

State	1985	1986
West Virginia		190
Wisconsin		491,711
Wyoming		106,343
Nationwide total	3,698,856	79,109,315

Source: Department of Health and Human Services, February 9, 1987.

TABLE B-4.—CHILD SUPPORT COLLECTIONS MADE ON BEHALF OF OTHER STATES (NON-AFDC CASES), FISCAL YEARS 1985 AND 1986

State	1985	1986
Alabama		$1,494,262
Alaska	$380,216	1,794,481
Arizona		2,477,362
Arkansas		1,136,315
California		16,275,135
Colorado		4,133,776
Connecticut		3,551,655
Delaware	356,419	
District of Columbia		715,842
Florida		13,196,761
Georgia		3,639,134
Guam	12,057	65,525
Hawaii	197,409	1,345,264
Idaho		473,976
Illinois		2,817,155
Indiana		1,364,157
Iowa		969,000
Kansas		1,217,549
Kentucky		1,835,830
Louisiana		3,985,506
Maine		914,409
Maryland		4,500,000
Massachusetts		4,899,658
Michigan		4,468,012
Minnesota	319,169	2,140,982
Mississippi		615,394
Missouri		617,604
Montana		64,343
Nebraska		528,316
Nevada	1,681,839	3,231,958
New Hampshire		3,013,793
New Jersey		10,066,037
New Mexico		593,235
New York		17,207,286
North Carolina		20,787

TABLE B-4.—CHILD SUPPORT COLLECTIONS MADE ON BEHALF OF OTHER STATES (NON-AFDC CASES), FISCAL YEARS 1985 AND 1986—Continued

State	1985	1986
North Dakota		118,230
Ohio		2,174,587
Oklahoma		1,424,032
Oregon		3,668,075
Pennsylvania		11,864,479
Puerto Rico		668,396
Rhode Island		436,290
South Carolina		153,881
South Dakota		182,579
Tennessee		3,480,013
Texas		5,051,421
Utah		1,037,770
Vermont		
Virgin Islands		152,595
Virginia		517,155
Washington	2,301,162	5,327,583
West Virginia		
Wisconsin		945,207
Wyoming		422,476
Nationwide total	5,248,271	152,995,268

Source: Department of Health and Human Services.

F. Use of Guidelines in Setting Support Awards

Prior to the 1984 amendments, there was no provision in the law that addressed the adequacy or reasonableness of the amount of support awarded by judges or other officials with the authority to make child support awards. In 1984, the Committee on Finance approved an amendment, which was included in the final legislation, that required States to develop a set of guidelines to be considered in determining support orders. Under the amendment, each State has the authority to determine the nature of its guidelines. The guidelines may be established by law or by judicial or administrative action. They must be made available to all judges and other officials who have the power to determine child support awards within the State, but need not be binding upon the judges or other officials. The 1984 amendment also requires the Secretary of HHS to furnish technical assistance to the States in establishing their guidelines.

The Office of Child Support Enforcement reports that currently some form of guidelines have been implemented in 30 States. (Some of these may not conform to Federal rules.) In 9 States guidelines are used by the Court as a rebuttable presumption: California, Colorado, Delaware, Hawaii, Illinois, Minnesota, New Jersey, South Dakota, and Utah. In 7 States guidelines are used as a rebuttable presumption under administrative procedures; Alaska, Iowa, Maine, Missouri, Montana, Oregon and Virginia. Advisory guidelines are used in 13 States: Alabama, Arizona, Arkansas, Connecticut, Georgia, New Hampshire, New Mexico, North Carolina, North Dakota, South Carolina, Washington, Wisconsin (will become presumptive in July, 1987) and Wyoming. The presumptive or advisory determination is left to the counties in the State of Pennsylvania.

As part of its fiscal year 1988 budget, the Administration has proposed that States be required to adopt child support guidelines as a rebuttable presumption and to periodically review and modify support orders under appropriate circumstances. The guidelines would have to meet minimal Federal standards as set by the Secretary in regulations and could not discriminate between AFDC and non-AFDC families.

Appendix A, at the end of this part, provides a brief description of selected child support guidelines that was prepared by Policy Studies, Inc. It includes case examples and graphs to illustrate the results obtained by using different kinds of guidelines.

G. Program Development

On a national basis, the child support enforcement program has continued to experience increased collections in recent years. There have also been increases in program activities, including the number of paternities established, the number of parents located and the number of support obligations established. However, recent national statistics do not yet reflect any significant impact from the 1984 amendments. The reasons for this are not fully understood, but an underlying cause appears to be that it has taken many States a substantial length of time to enact statutory changes and to implement the newly required enforcement procedures. It may be that statistics for fiscal year 1987 will show more significant program increases than occurred in 1986.

Collections on behalf of AFDC families increased from $1.090 billion in 1985 to $1.227 billion in 1986, an increase of 13 percent. (AFDC collections increased 14 percent from 1983 to 1984.) Collections on behalf of non-AFDC families increased from $1.604 billion in 1985 to $2.024 billion in 1986, an increase of 26 percent. (Non-AFDC collections increased 20 percent from 1983 to 1984.) A significant part of recent collection increases is due to the IRS tax refund offset program. The following graph shows AFDC and non-AFDC collections in constant (1986) dollars over the period 1982–1986.

With respect to establishment of paternity, States reported that they established paternity in 245,000 cases in 1986, a 5 percent increase over 1985. There was also a 5 percent increase in the number of paternity establishment cases reported for 1984 over 1983. States reported that they established 723,000 support obligations in 1986, an increase of 8 percent over 1985. There was a 16 percent increase in the number of support obligations established in 1984 over 1983. See Table B–5 for a summary of national performance statistics, 1982 to 1986. Tables B–6 through B–25 show program performance for each of the States represented on the Committee on Finance. (These tables and graphs were prepared by the Congressional Research Service using data from the Office of Child Support Enforcement, dated February 9, 1987.)

Graph 1

UNITED STATES

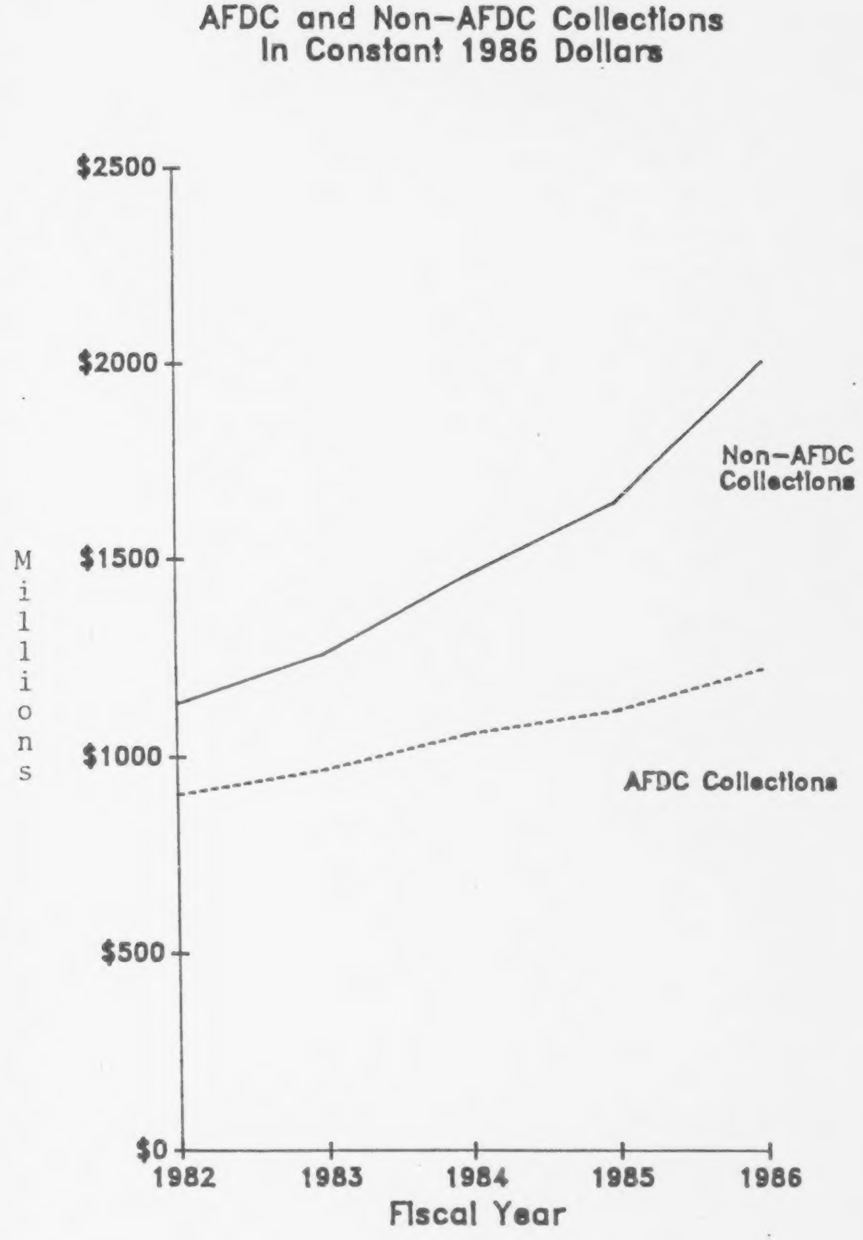
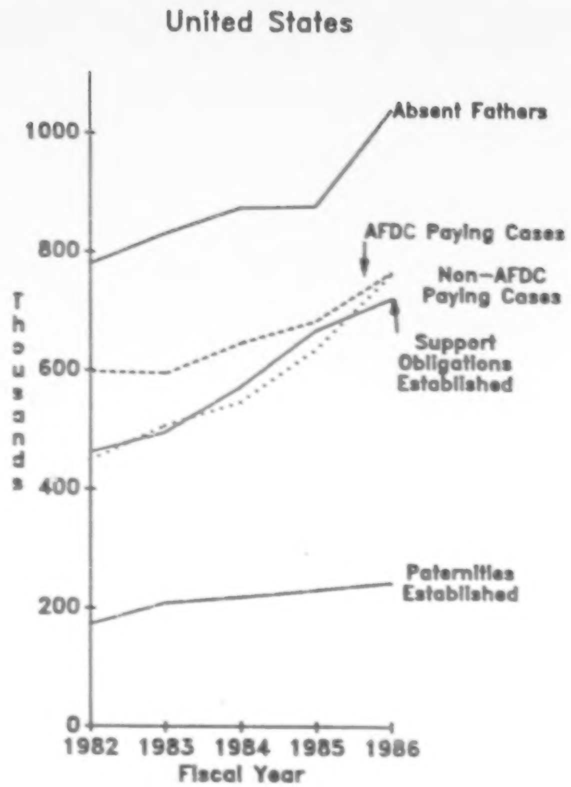


Table B-5
UNITED STATES

Program Activity


United States

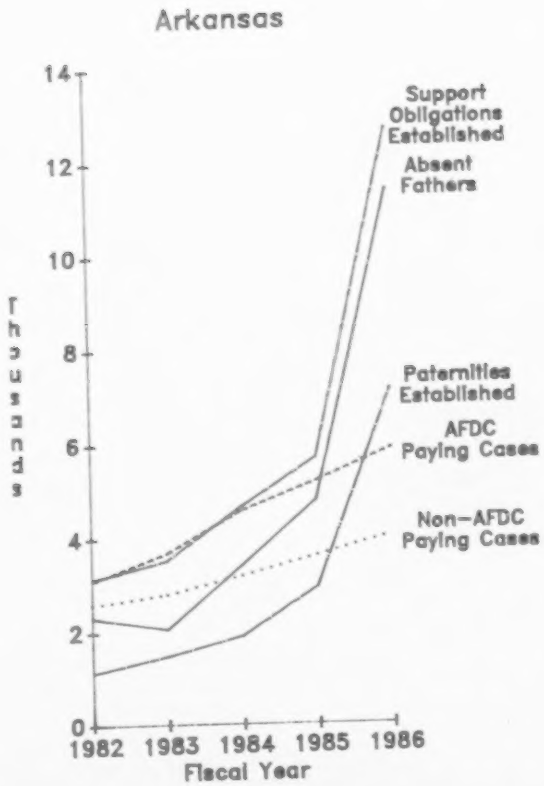
	Fiscal year	
	1982	1986
AFDC cases for which a collection was made	597,231	766,781
Non-AFDC cases for which a collection was made	448,102	763,691
Absent parents located	779,298	1,040,233
Paternities established	172,767	244,864
Support obligations established	462,128	723,368
Percent of AFDC payments recovered by collections	6.8%	8.6%
	(thousands)	
AFDC collections	$ 785,931 (904,607)*	$1,227,442 --
Non-AFDC collections	984,447 (1,133,099)*	2,024,317 --
Administrative costs (total Federal/State)	611,792	931,967

* Constant 1986 dollars.

Table B-6

ARKANSAS

Program Activity



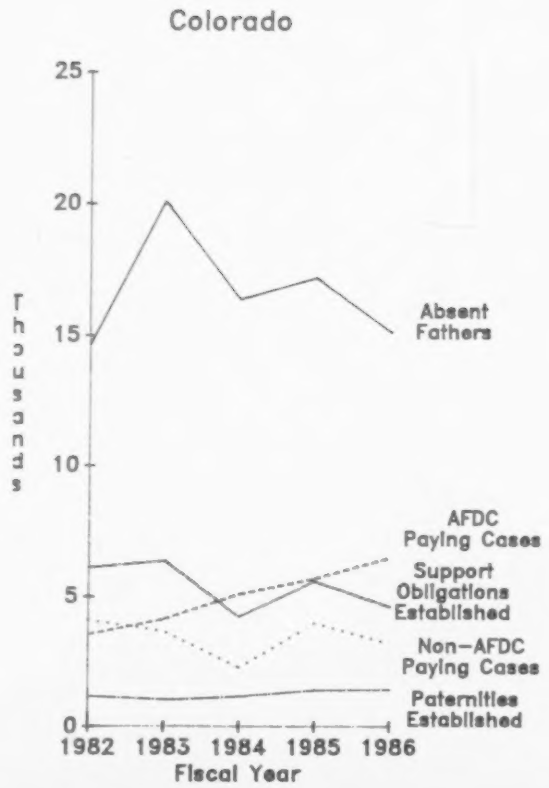
	Fiscal year	
	1982	1986
AFDC cases for which a collection was made	3,090	5,886
Non-AFDC cases for which a collection was made	2,581	4,048
Absent parents located	2,308	11,400
Paternities established	1,131	7,144
Support obligations established	3,121	12,704
Percent of AFDC payments recovered by collections	8.9%	16.6%
	(thousands)	
AFDC collections	$3,032 (3,490)*	$8,083 --
Non-AFDC collections	2,521 (2,902)*	6,782 --
Administrative costs (total Federal/State)	4,722	5,670

* Constant 1986 dollars.

Table B-7

COLORADO

Program Activity



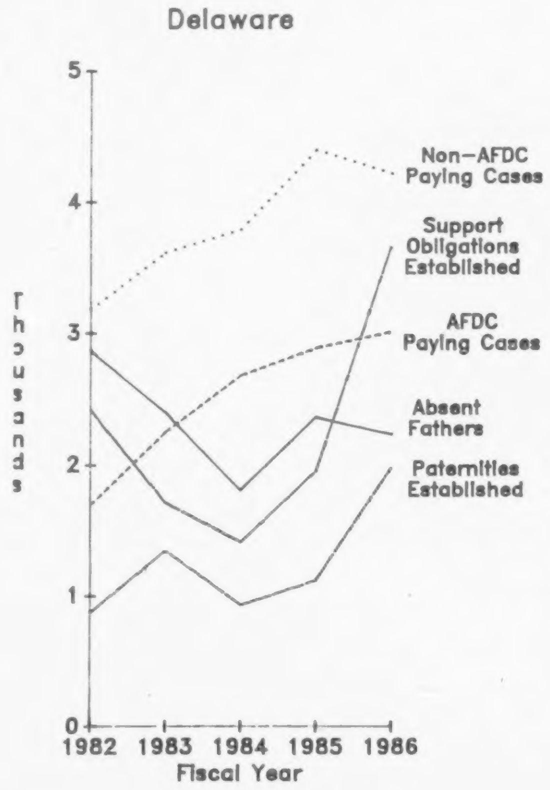
	Fiscal year	
	1982	1986
AFDC cases for which a collection was made	3,539	6,485
Non-AFDC cases for which a collection was made	4,069	3,187
Absent parents located	14,641	15,133
Paternities established	1,154	1,451
Support obligations established	6,087	4,599
Percent of AFDC payments recovered by collections	7.6%	10.4%
	(thousands)	
AFDC collections	$ 5,990 (6,894)*	$11,135 --
Non-AFDC collections	10,948 (12,601)*	7,920 --
Administrative costs (total Federal/State)	6,630	10,058

* Constant 1986 dollars.

Table B-8

DELAWARE

Program Activity



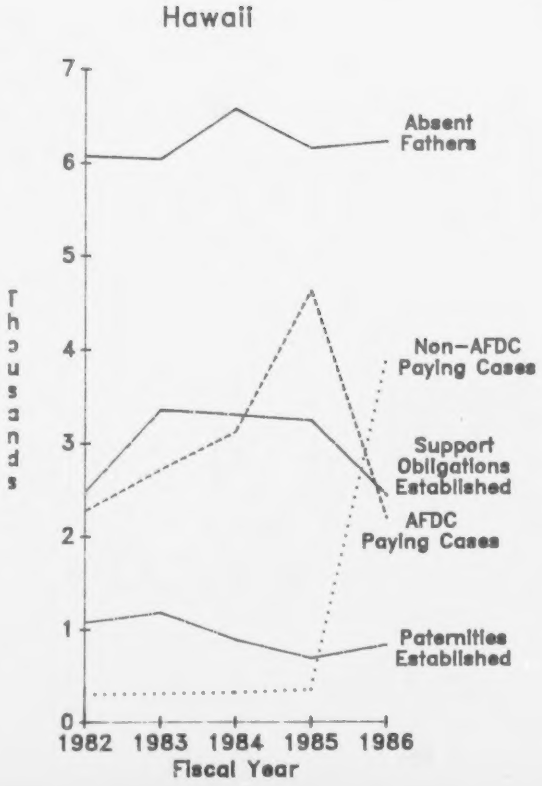
	Fiscal year	
	1982	1986
AFDC cases for which a collection was made	1,691	3,013
Non-AFDC cases for which a collection was made	3,175	4,212
Absent parents located	2,866	2,235
Paternities established	871	1,986
Support obligations established	2,415	3,669
Percent of AFDC payments recovered by collections	7.3%	16.3%
	(thousands)	
AFDC collections	$1,958 (2,254)*	$3,987 --
Non-AFDC collections	5,426 (6,245)*	8,245 --
Administrative costs (total Federal/State)	2,066	4,966

* Constant 1986 dollars.

Table B-9

HAWAII

Program Activity



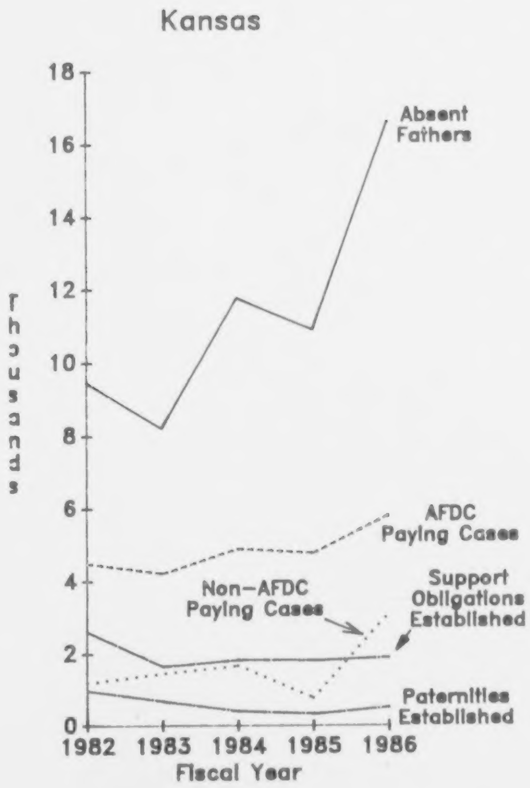
	Fiscal year	
	1982	1986
AFDC cases for which a collection was made	2,272	2,197
Non-AFDC cases for which a collection was made	298	3,926
Absent parents located	6,067	6,229
Paternities established	1,077	836
Support obligations established	2,476	2,434
Percent of AFDC payments recovered by collections	4.1%	7.6%
	(thousands)	
AFDC collections	$3,345 (3,850)*	$5,138 --
Non-AFDC collections	4,879 (5,616)*	6,653 --
Administrative costs (total Federal/State)	3,094	5,227

* Constant 1986 dollars.

Table B-10

KANSAS

Program Activity



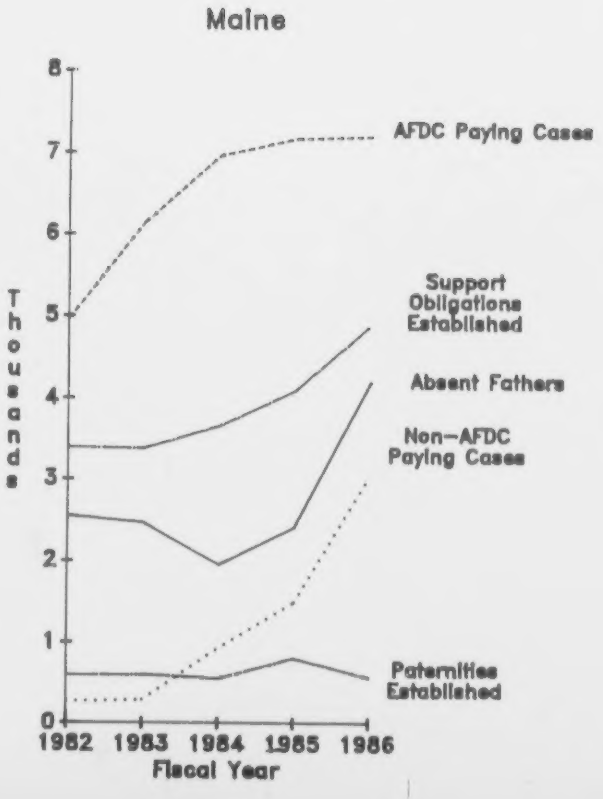
	Fiscal year	
	1982	1986
AFDC cases for which a collection was made	4,479	5,818
Non-AFDC cases for which a collection was made	1,184	3,095
Absent parents located	9,444	16,616
Paternities established	978	528
Support obligations established	2,587	1,896
Percent of AFDC payments recovered by collections	10.8%	12.4%
	(thousands)	
AFDC collections	$7,765 (8,938)*	$10,298 --
Non-AFDC collections	1,835 (2,112)*	6,118 --
Administrative costs (total Federal/State)	4,660	7,652

* Constant 1986 dollars.

Table B-11

MAINE

Program Activity



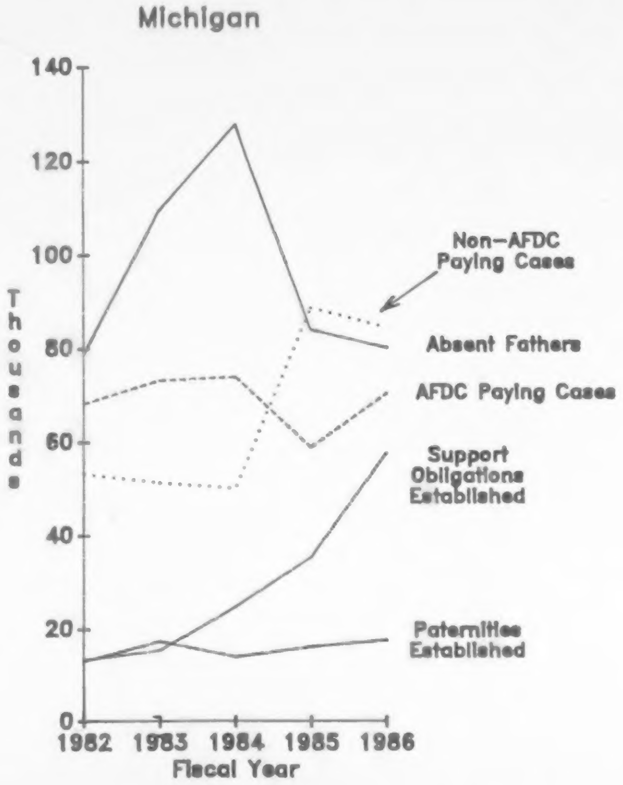
	Fiscal year	
	1982	1986
AFDC cases for which a collection was made	4,964	7,209
Non-AFDC cases for which a collection was made	271	3,056
Absent parents located	2,548	4,199
Paternities established	595	570
Support obligations established	3,388	4,891
Percent of AFDC payments recovered by collections	10.2%	16.7%
	(thousands)	
AFDC collections	$5,991 (6,896)*	$12,796 --
Non-AFDC collections	1,474 (1,697)*	4,935 --
Administrative costs (total Federal/State)	2,625	4,484

* Constant 1986 dollars.

Table B-12

MICHIGAN

Program Activity



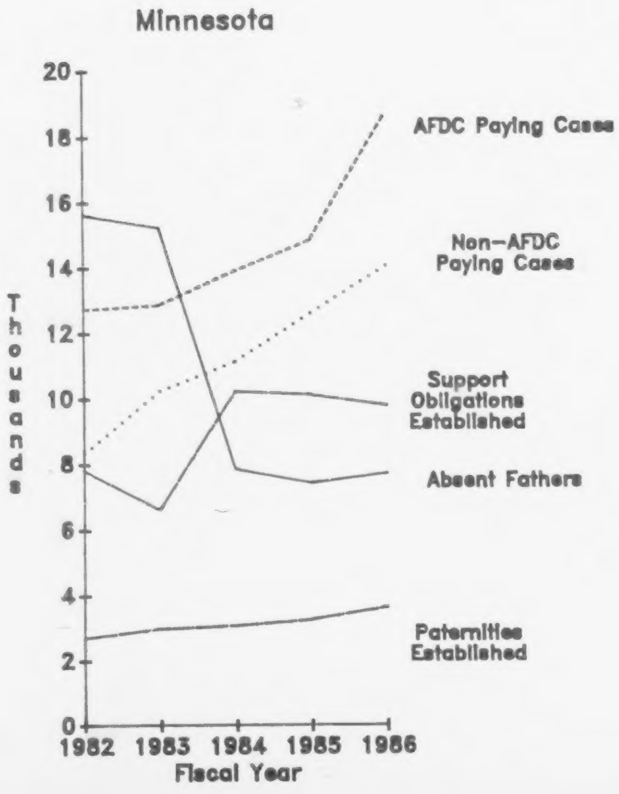
	Fiscal year	
	1982	1986
AFDC cases for which a collection was made	68,266	70,615
Non-AFDC cases for which a collection was made	53,137	84,397
Absent parents located	78,849	80,217
Paternities established	12,952	17,737
Support obligations established	13,303	57,845
Percent of AFDC payments recovered by collections	12.9%	12.8%
	(thousands)	
AFDC collections	\$101,339 (116,641)*	\$125,426 --
Non-AFDC collections	139,099 (160,103)*	299,221 --
Administrative costs (total Federal/State)	36,575	47,952

* Constant 1986 dollars.

Table B-13

MINNESOTA

Program Activity



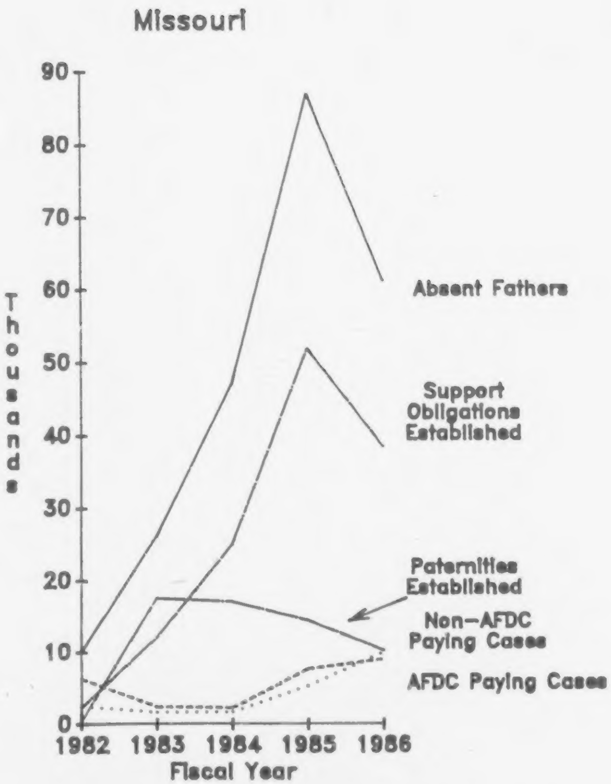
	Fiscal year	
	1982	1986
AFDC cases for which a collection was made	12,752	18,751
Non-AFDC cases for which a collection was made	8,331	14,067
Absent parents located	15,631	7,750
Paternities established	2,707	3,646
Support obligations established	7,810	9,798
Percent of AFDC payments recovered by collections	11.2%	13.0%
	(thousands)	
AFDC collections	$23,125 (26,617)*	$33,921 --
Non-AFDC collections	14,709 (16,930)*	34,968 --
Administrative costs (total Federal/State)	16,407	22,797

* Constant 1986 dollars.

Table B-14

MISSOURI

Program Activity



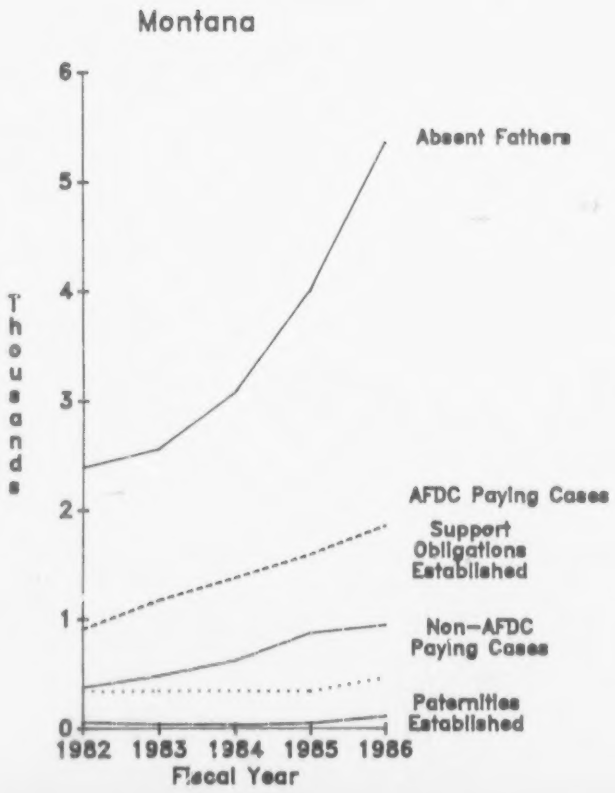
	Fiscal year	
	1982	1986
AFDC cases for which a collection was made	6,361	9,116
Non-AFDC cases for which a collection was made	2,490	10,001
Absent parents located	10,138	61,321
Paternities established	424	10,208
Support obligations established	2,335	38,520
Percent of AFDC payments recovered by collections	7.1%	9.7%
	(thousands)	
AFDC collections	$12,434 (14,312)*	$18,728 --
Non-AFDC collections	6,152 (7,081)*	36,269 --
Administrative costs (total Federal/State)	7,612	14,146

* Constant 1986 dollars.

Table B-15

MONTANA

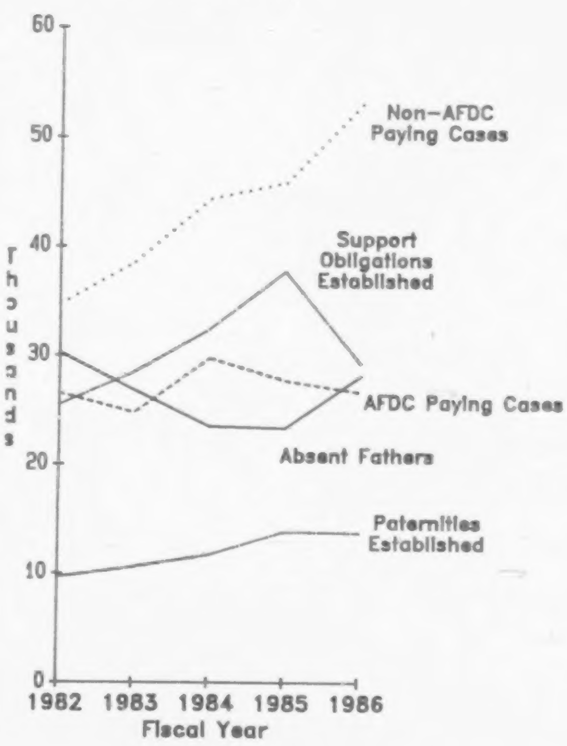
Program Activity



	Fiscal year	
	1982	1986
AFDC cases for which a collection was made	908	1,866
Non-AFDC cases for which a collection was made	340	470
Absent parents located	2,394	5,363
Paternities established	56	120
Support obligations established	377	955
Percent of AFDC payments recovered by collections	6.7%	11.0%
	(thousands)	
AFDC collections	$1,237 (1,424)*	$3,438 --
Non-AFDC collections	513 (590)*	1,193 --
Administrative costs (total Federal/State)	1,049	1,785

* Constant 1986 dollars.

Table B-16
NEW JERSEY
Program Activity


New Jersey

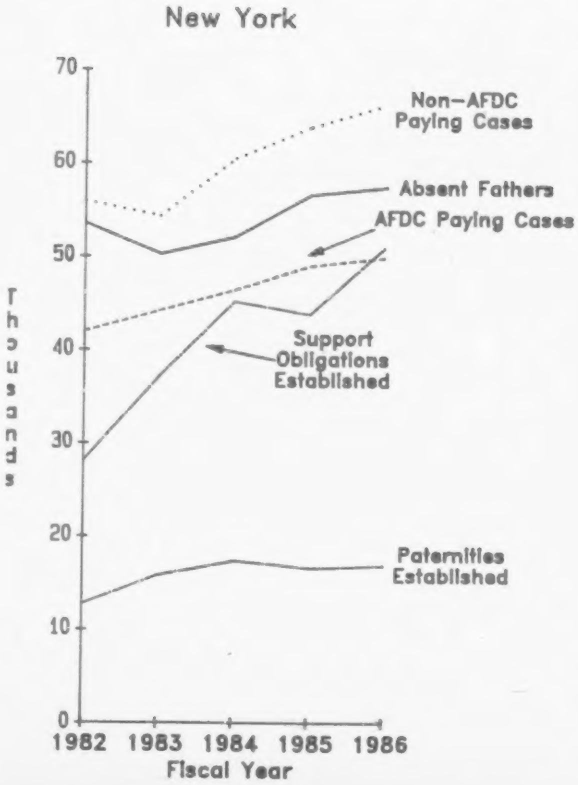
	Fiscal year	
	1982	1986
AFDC cases for which a collection was made	26,493	26,606
Non-AFDC cases for which a collection was made	34,662	53,091
Absent parents located	30,245	28,156
Paternities established	9,647	13,731
Support obligations established	25,447	29,300
Percent of AFDC payments recovered by collections	7.0%	11.4%
	(thousands)	
AFDC collections	$ 33,606 (38,681)*	$ 57,785 --
Non-AFDC collections	97,997 (112,795)*	171,785 --
Administrative costs (total Federal/State)	33,260	49,548

* Constant 1986 dollars.

Table B-17

NEW YORK

Program Activity



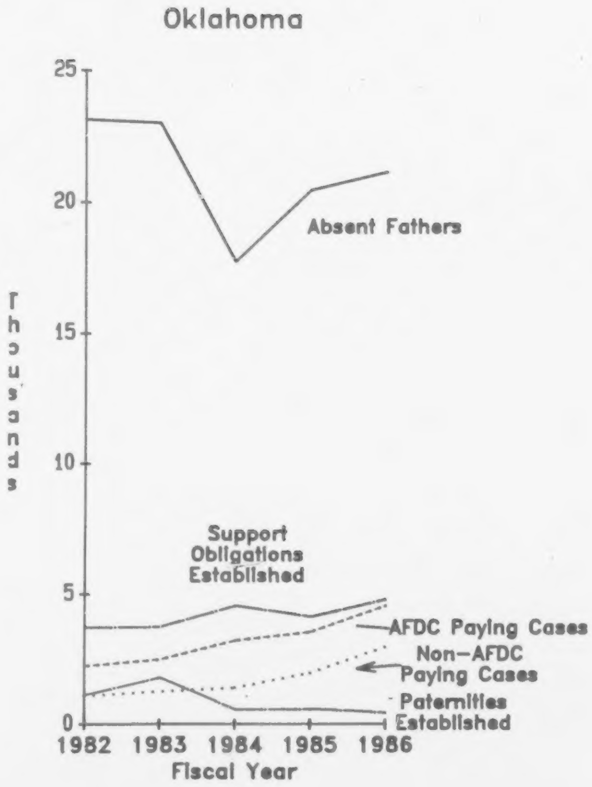
	Fiscal year	
	1982	1986
AFDC cases for which a collection was made	41,968	49,900
Non-AFDC cases for which a collection was made	55,832	66,234
Absent parents located	53,521	57,462
Paternities established	12,751	16,929
Support obligations established	28,036	51,063
Percent of AFDC payments recovered by collections	3.5%	4.2%
	(thousands)	
AFDC collections	$ 54,632 (62,881)*	$ 82,512 --
Non-AFDC collections	97,171 (111,844)*	139,441 --
Administrative costs (total Federal/State)	77,830	121,400

* Constant 1986 dollars.

Table B-18

OKLAHOMA

Program Activity


Oklahoma

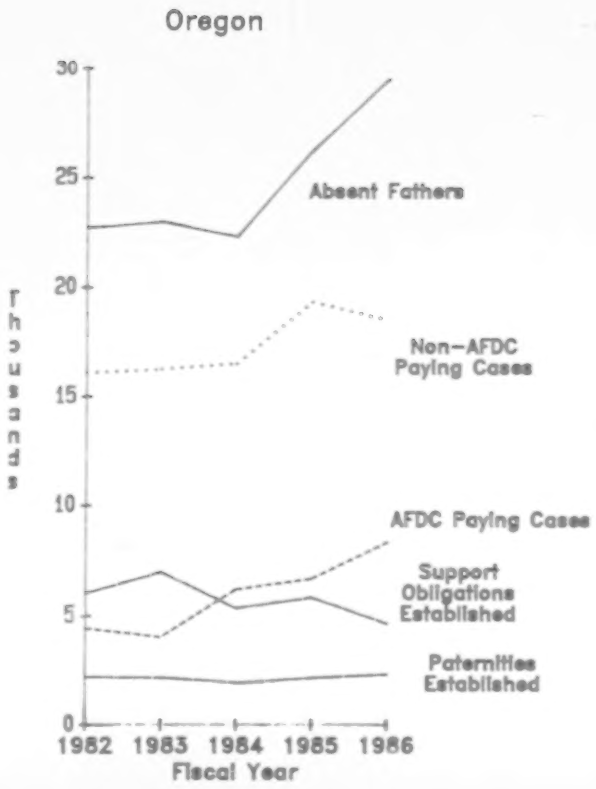
	Fiscal year 1982	Fiscal year 1986
AFDC cases for which a collection was made	2,231	4,551
Non-AFDC cases for which a collection was made	1,078	2,977
Absent parents located	23,131	21,163
Paternities established	1,132	430
Support obligations established	3,703	4,793
Percent of AFDC payments recovered by collections	3.5%	7.2%
	(thousands)	
AFDC collections	$2,607 (3,001)*	$7,219 --
Non-AFDC collections	1,289 (1,484)*	5,758 --
Administrative costs (total Federal/State)	6,128	7,298

* Constant 1986 dollars.

Table B-19

OREGON

Program Activity



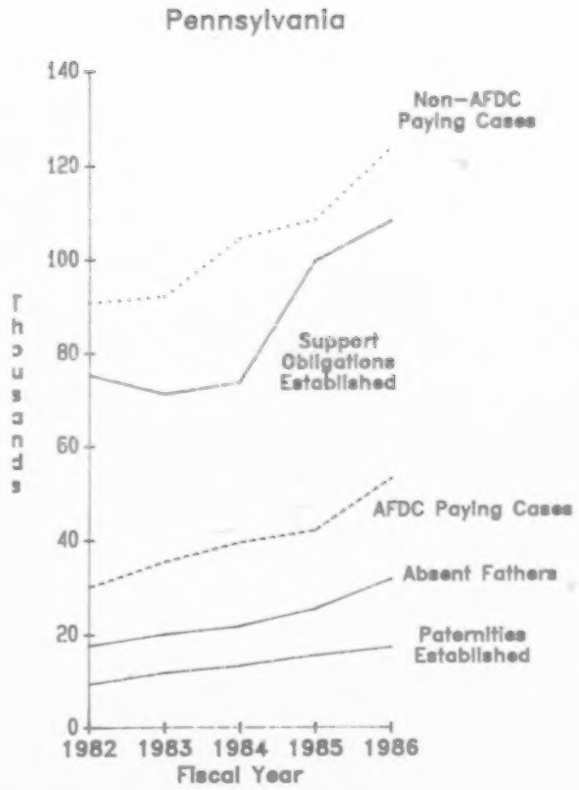
	Fiscal year	
	1982	1986
AFDC cases for which a collection was made	4,399	8,344
Non-AFDC cases for which a collection was made	16,065	18,467
Absent parents located	22,717	29,496
Paternities established	2,190	2,351
Support obligations established	6,004	4,635
Percent of AFDC payments recovered by collections	16.4%	12.9%
	(thousands)	
AFDC collections	$16,451 (18,935)*	$15,268 —
Non-AFDC collections	30,234 (34,799)*	33,883 --
Administrative costs (total Federal/State)	11,300	10,987

* Constant 1986 dollars.

Table B-20

PENNSYLVANIA

Program Activity



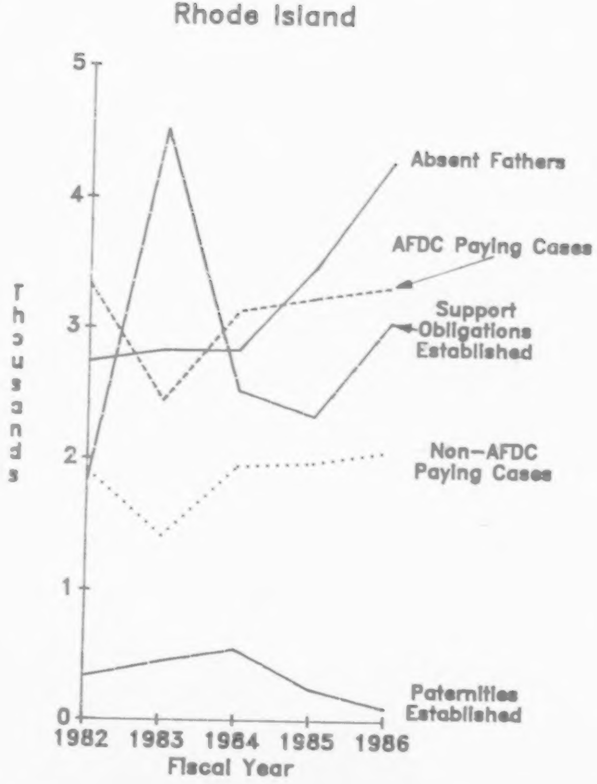
	Fiscal year	
	1982	1986
AFDC cases for which a collection was made	29,970	53,114
Non-AFDC cases for which a collection was made	90,694	123,878
Absent parents located	17,618	31,858
Paternities established	9,362	17,443
Support obligations established	75,106	108,188
Percent of AFDC payments recovered by collections	6.0%	10.3%
	(thousands)	
AFDC collections	$ 40,586 (46,714)*	$ 74,460 --
Non-AFDC collections	214,895 (247,344)*	340,342 --
Administrative costs (total Federal/State)	34,527	53,290

* Constant 1986 dollars.

Table B-21

RHODE ISLAND

Program Activity



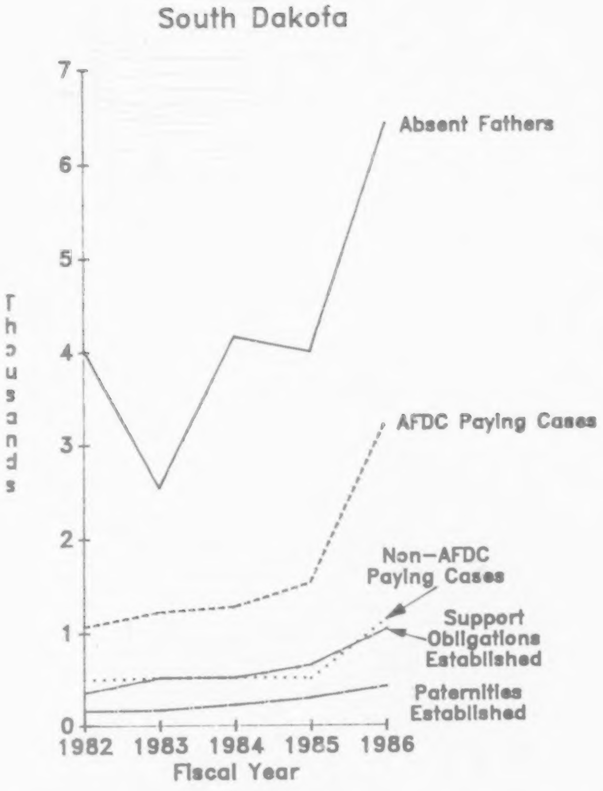
	Fiscal year	
	1982	1986
AFDC cases for which a collection was made	3,337	3,323
Non-AFDC cases for which a collection was made	1,900	2,059
Absent parents located	2,737	4,275
Paternities established	333	98
Support obligations established	1,824	3,046
Percent of AFDC payments recovered by collections	5.7%	7.5%
	(thousands)	
AFDC collections	$3,869 (4,453)*	$5,900 --
Non-AFDC collections	1,512 (1,740)*	4,565 --
Administrative costs (total Federal/State)	2,033	2,686

* Constant 1986 dollars.

Table B-22

SOUTH DAKOTA

Program Activity



	Fiscal year	
	1982	1986
AFDC cases for which a collection was made	1,064	3,244
Non-AFDC cases for which a collection was made	491	1,144
Absent parents located	4,012	6,420
Paternities established	159	426
Support obligations established	354	1,035
Percent of AFDC payments recovered by collections	8.6%	11.3%
	(thousands)	
AFDC collections	$1,432 (1,648)*	$2,678 --
Non-AFDC collections	690 (794)*	1,796 --
Administrative costs (total Federal/State)	1,175	1,630

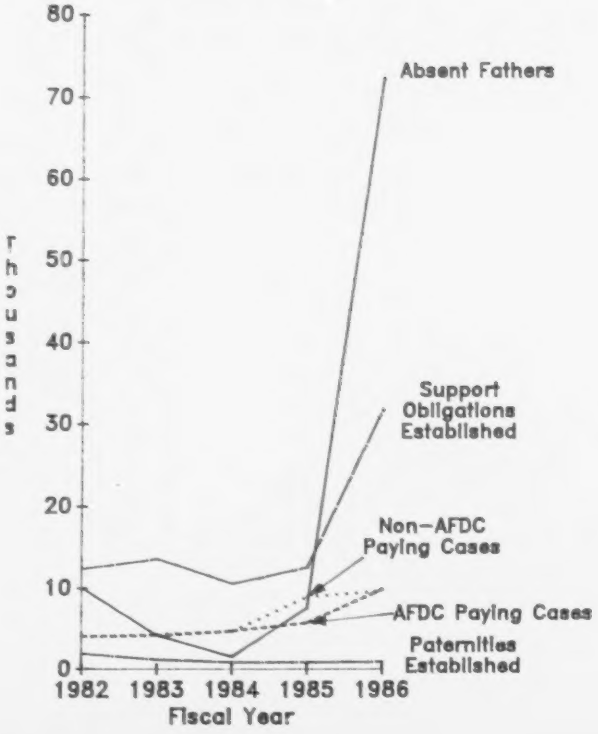
* Constant 1986 dollars.

Table B-23

TEXAS

Program Activity

Texas



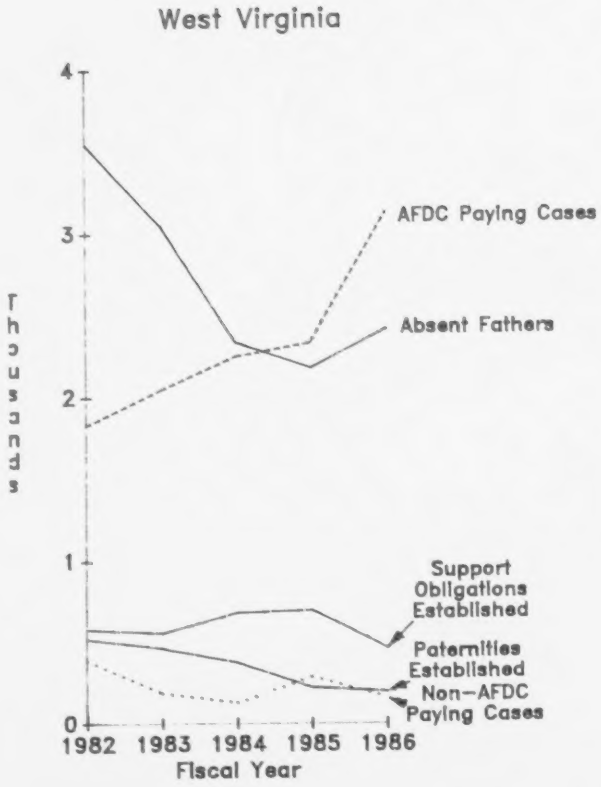
	Fiscal year	
	1982	1986
AFDC cases for which a collection was made	4,013	9,776
Non-AFDC cases for which a collection was made	3,888	9,595
Absent parents located	9,970	72,275
Paternities established	1,862	900
Support obligations established	12,331	31,671
Percent of AFDC payments recovered by collections	5.8%	6.2%
	(thousands)	
AFDC collections	$ 6,869 (7,906)*	$17,619 --
Non-AFDC collections	6,973 (8,026)*	25,589 --
Administrative costs (total Federal/State)	16,492	21,522

* Constant 1986 dollars.

Table B-24

WEST VIRGINIA

Program Activity



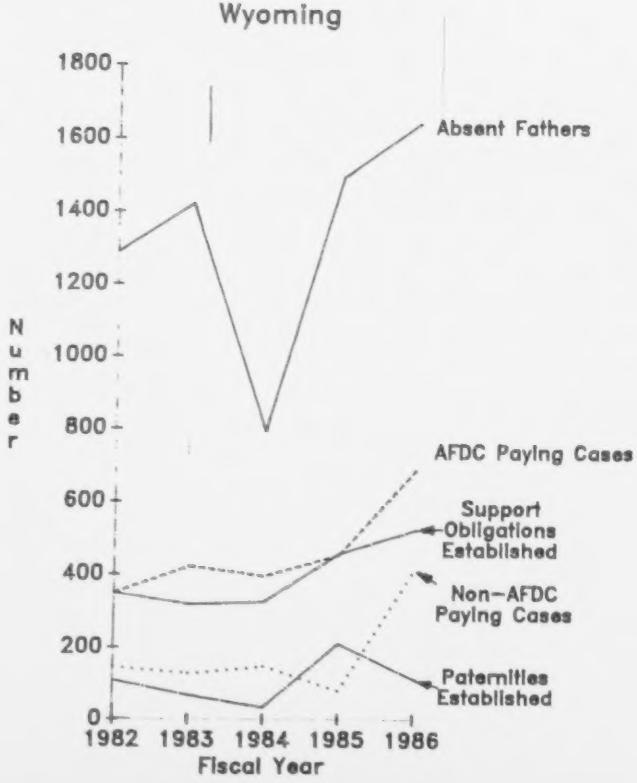
	Fiscal year	
	1982	1986
AFDC cases for which a collection was made	1,824	3,126
Non-AFDC cases for which a collection was made	386	157
Absent parents located	3,549	2,412
Paternities established	521	194
Support obligations established	580	464
Percent of AFDC payments recovered by collections	5.6%	7.5%
	(thousands)	
AFDC collections	$2,488 (2,864)*	$5,344 --
Non-AFDC collections	149 (171)*	357 --
Administrative costs (total Federal/State)	2,962	2,874

* Constant 1986 dollars.

Table B-25

WYOMING

Program Activity



	Fiscal year	
	1982	1986
AFDC cases for which a collection was made	347	685
Non-AFDC cases for which a collection was made	143	413
Absent parents located	1,287	1,640
Paternities established	108	113
Support obligations established	348	522
Percent of AFDC payments recovered by collections	7.2%	8.6%
	(thousands)	
AFDC collections	$619 (712)*	$1,280 --
Non-AFDC collections	258 (297)*	802 --
Administrative costs (total Federal/State)	380	767

* Constant 1986 dollars.

TABLE B-26.—SUMMARY OF NATIONAL STATISTICS, SELECTED FISCAL YEARS

	1978	1981	1984	1985	1986
I. Financial data (in millions)					
Collections:					
Total	$1,047	$1,629	$2,378	$2,694	$3,252
AFDC	472	671	1,000	1,090	1,227
Non-AFDC	575	958	1,378	1,604	2,024
Administration: Total	312	526	722	814	939
Incentive payments	54	91	134	145	158
II. Program operations (in thousands)					
Average number of cases in which collection made:					
AFDC [1]	458	548	647	684	767
Non-AFDC	249	325	547	654	763
Families removed from AFDC due to child support	19	46	41	34	[2] 287
Parents located	454	696	875	878	1,046
Paternities established	111	164	219	232	245
Support obligations established	315	414	573	669	726
Percent of AFDC assistance payments recovered through child support	(3)	5.2	7.0	7.3	8.6
Total child support collections per dollar of total administrative expenses	$3.35	$3.09	$3.29	$3.31	$3.46

[1] Includes both current cases and cases in which only arrearages were collected.

[2] A new reporting system instituted in 1986 changed this reporting category to include all IV-A cases closed when a child support payment was received. This includes cases closed for other reasons.

[3] Not available.

Source: Office of Child Support Enforcement, Feb. 19, 1987.

TABLE B-27.—TOTAL CHILD SUPPORT COLLECTIONS, BY STATE, FISCAL YEARS 1982-86

[In thousands of dollars]

State	1982	1983	1984	1985	1986
Alabama	8,059	8,642	11,977	25,532	32,499
Alaska	7,387	9,704	10,307	10,794	12,831
Arizona	10,420	10,563	14,246	12,874	13,730
Arkansas	5,552	7,401	7,808	9,988	14,864
California	247,023	254,586	285,803	305,096	337,870
Colorado	16,937	17,178	15,129	18,324	19,055
Connecticut	37,078	39,226	43,160	48,209	54,477
Delaware	7,383	8,096	9,757	10,697	12,232
District of Columbia	2,574	3,521	3,993	4,692	5,185
Florida	20,274	19,080	42,752	45,751	63,135
Georgia	9,499	13,439	18,585	26,280	34,275
Guam	259	390	484	432	486
Hawaii	8,223	10,086	10,271	11,642	11,790

TABLE B-27.—TOTAL CHILD SUPPORT COLLECTIONS, BY STATE, FISCAL YEARS 1982-86—Continued

[In thousands of dollars]

State	1982	1983	1984	1985	1986
Idaho	4,447	4,689	4,726	5,814	10,954
Illinois	21,599	32,024	42,875	54,529	72,647
Indiana	14,589	20,788	26,048	33,683	47,012
Iowa	26,809	29,184	33,139	34,349	40,558
Kansas	9,600	9,921	10,887	11,429	16,416
Kentucky	14,646	19,702	22,365	25,144	27,956
Louisiana	22,319	25,753	27,407	34,258	39,932
Maine	7,465	10,234	12,051	14,120	17,730
Maryland	54,705	77,128	76,637	83,806	95,737
Massachusetts	63,612	72,319	84,059	98,339	109,311
Michigan	240,438	273,798	305,420	341,178	424,646
Minnesota	37,833	44,892	52,151	58,849	68,888
Mississippi	2,691	4,886	5,299	6,895	11,797
Missouri	18,586	18,117	24,818	34,520	54,997
Montana	1,750	2,415	2,894	3,906	4,631
Nebraska	17,124	20,044	24,212	29,905	34,205
Nevada	4,711	5,555	6,441	7,279	8,976
New Hampshire	4,620	11,621	11,884	12,771	14,203
New Jersey	131,602	143,225	183,371	200,155	229,569
New Mexico	3,470	4,613	5,522	6,291	7,978
New York	151,802	174,453	182,541	199,550	221,953
North Carolina	22,267	30,830	37,291	45,042	55,380
North Dakota	2,311	2,723	3,372	3,645	4,665
Ohio	30,953	34,861	41,569	82,700	124,745
Oklahoma	3,895	5,233	7,545	9,233	12,976
Oregon	46,684	38,051	37,401	39,778	49,150
Pennsylvania	255,480	285,828	327,663	371,162	414,802
Puerto Rico	17,383	31,984	85,210	54,265	58,791
Rhode Island	5,380	7,195	7,910	8,633	10,465
South Carolina	6,152	7,460	11,077	11,062	21,756
South Dakota	2,122	2,846	2,732	3,153	4,473
Tennessee	17,491	19,077	22,295	23,562	31,776
Texas	13,841	17,941	25,003	30,311	43,404
Utah	11,948	13,594	14,666	16,758	22,316
Vermont	3,256	2,828	2,879	3,683	4,636
Virgin Islands	657	683	1,479	2,338	2,037
Virginia	12,229	13,616	13,953	16,277	24,610
Washington	36,550	41,642	46,034	56,829	64,185
West Virginia	2,637	3,433	3,977	4,690	5,701
Wisconsin	43,151	56,040	65,434	82,070	121,260
Wyoming	876	1,016	1,253	1,230	2,081
Nationwide total	1,770,378	2,024,183	2,377,788	2,693,528	3,251,759

Source: Office of Child Support Enforcement, Feb. 19, 1987.

TABLE B-28.—TOTAL AFDC AND FOSTER CARE CHILD SUPPORT COLLECTIONS, BY STATE, FISCAL YEARS 1982–1986

[In thousands of dollars]

State	1982	1983	1984	1985	1986
Alabama	8,059	7,788	8,778	14,863	14,454
Alaska	1,047	1,780	1,728	2,057	2,797
Arizona	1,249	1,459	2,165	1,636	2,725
Arkansas	3,031	4,593	5,183	6,318	8,083
California	136,393	136,962	151,998	154,023	172,413
Colorado	5,990	9,330	8,985	9,371	11,135
Connecticut	21,308	20,627	21,945	23,605	26,081
Delaware	1,957	2,275	3,501	3,847	3,987
District of Columbia	1,813	2,420	2,242	2,609	2,769
Florida	14,285	10,408	30,587	26,260	28,201
Georgia	8,106	11,355	14,815	19,267	20,455
Guam	164	259	295	280	272
Hawaii	3,345	4,481	4,488	5,162	5,137
Idaho	3,409	3,805	3,869	4,324	4,803
Illinois	17,014	18,970	24,414	27,935	32,391
Indiana	11,649	17,646	22,540	24,585	29,702
Iowa	18,113	19,483	22,518	23,858	26,015
Kansas	7,765	7,806	8,119	9,781	10,298
Kentucky	3,751	6,315	6,387	9,440	11,200
Louisiana	9,301	9,640	10,327	13,042	14,455
Maine	5,991	8,401	9,695	10,527	12,796
Maryland	15,192	27,772	24,202	28,197	31,529
Massachusetts	40,368	40,475	42,919	46,342	50,398
Michigan	101,339	97,693	106,770	111,924	125,425
Minnesota	23,124	25,708	28,600	30,805	33,920
Mississippi	2,396	4,544	4,900	4,807	5,928
Missouri	12,434	11,499	14,332	16,978	18,728
Montana	1,237	1,833	2,272	3,195	3,438
Nebraska	3,175	3,675	4,278	5,863	5,815
Nevada	1,510	1,824	1,759	1,730	2,859
New Hampshire	2,302	2,648	2,459	2,522	2,336
New Jersey	33,606	41,103	50,342	51,155	57,785
New Mexico	2,218	2,891	3,537	3,750	4,837
New York	54,631	68,622	68,704	79,148	82,512
North Carolina	12,795	18,794	20,877	23,530	27,803
North Dakota	1,762	2,011	2,353	2,659	3,117
Ohio	30,081	33,403	39,917	47,584	59,245
Oklahoma	2,606	3,647	5,602	6,559	7,218
Oregon	16,451	12,645	12,216	14,123	15,267
Pennsylvania	40,585	47,134	57,897	62,790	74,459
Puerto Rico	686	917	1,210	1,525	1,820
Rhode Island	3,869	4,217	4,966	5,126	5,900
South Carolina	4,712	6,014	8,745	7,720	10,549
South Dakota	1,431	2,175	2,111	2,305	2,677
Tennessee	5,900	5,566	6,467	5,868	9,757
Texas	6,868	10,878	13,245	15,958	17,619

TABLE B-28.—TOTAL AFDC AND FOSTER CARE CHILD SUPPORT COLLECTIONS, BY STATE, FISCAL YEARS 1982–1986—Continued

[In thousands of dollars]

State	1982	1983	1984	1985	1986
Utah	10,065	11,642	11,591	11,441	12,139
Vermont	3,037	2,626	2,668	3,161	3,640
Virgin Islands	178	139	158	210	212
Virginia	10,398	11,758	12,026	13,930	13,686
Washington	22,083	26,494	29,173	32,021	36,372
West Virginia	2,487	3,311	3,868	4,543	5,344
Wisconsin	32,019	39,581	44,522	48,720	53,633
Wyoming	619	789	855	793	1,279
National total	785,930	879,861	1,000,147	1,089,798	1,227,442

Source: Office of Child Support Enforcement, Feb. 19, 1987.

TABLE B-29.—TOTAL NON-AFDC CHILD SUPPORT COLLECTIONS, BY STATE, FISCAL YEARS 1982–86

[In thousands of dollars]

State	1982	1983	1984	1985	1986
Alabama	0	854	3,199	10,669	18,044
Alaska	6,339	7,924	8,578	8,736	10,034
Arizona	9,170	9,104	12,081	11,237	11,004
Arkansas	2,521	2,808	2,625	3,670	6,781
California	110,629	117,623	133,805	151,072	165,456
Colorado	10,947	7,848	6,143	8,952	7,919
Connecticut	15,770	18,599	21,214	24,604	28,396
Delaware	5,425	5,820	6,256	6,850	8,245
District of Columbia	761	1,100	1,750	2,083	2,415
Florida	5,988	8,671	12,165	19,490	34,934
Georgia	1,392	2,083	3,769	7,012	13,819
Guam	94	131	189	151	213
Hawaii	4,878	5,604	5,783	6,479	6,653
Idaho	1,038	884	856	1,490	6,150
Illinois	4,584	13,053	18,461	26,594	40,255
Indiana	2,939	3,142	3,507	9,097	17,309
Iowa	8,695	9,701	10,621	10,491	14,542
Kansas	1,835	2,114	2,768	1,648	6,117
Kentucky	10,894	13,386	15,977	15,704	16,756
Louisiana	13,018	16,112	17,079	21,215	25,476
Maine	1,473	1,833	2,356	3,592	4,934
Maryland	39,512	49,355	52,434	55,609	64,207
Massachusetts	23,243	31,843	41,140	51,996	58,913
Michigan	139,098	176,105	198,650	229,253	299,220
Minnesota	14,709	19,184	23,551	28,044	34,968
Mississippi	295	342	399	2,088	5,869
Missouri	6,152	6,617	10,485	17,542	36,269

TABLE B-29.—TOTAL NON-AFDC CHILD SUPPORT COLLECTIONS, BY STATE, FISCAL YEARS 1982-86—Continued

[In thousands of dollars]

State	1982	1983	1984	1985	1986
Montana	513	581	621	710	1,193
Nebraska	13,948	16,369	19,933	24,042	28,389
Nevada	3,201	3,731	4,681	5,548	6,117
New Hampshire	2,317	8,972	9,424	10,248	11,867
New Jersey	97,996	102,121	133,029	149,000	171,784
New Mexico	1,252	1,722	1,985	2,541	3,140
New York	97,170	105,831	113,836	120,401	139,441
North Carolina	9,472	12,035	16,414	21,511	27,577
North Dakota	548	712	1,018	985	1,547
Ohio	871	1,458	1,651	35,115	65,499
Oklahoma	1,289	1,585	1,942	2,673	5,758
Oregon	30,233	25,406	25,184	25,654	33,882
Pennsylvania	214,894	238,694	269,766	308,372	340,342
Puerto Rico	16,696	31,067	84,000	52,739	56,971
Rhode Island	1,511	2,978	2,943	3,507	4,565
South Carolina	1,440	1,446	2,322	3,342	11,206
South Dakota	690	671	620	848	1,795
Tennessee	11,590	13,510	15,827	17,693	22,018
Texas	6,972	7,062	11,758	14,352	25,784
Utah	1,883	1,951	3,074	5,317	10,176
Vermont	219	201	211	521	995
Virgin Islands	478	543	1,320	2,128	1,825
Virginia	1,831	1,858	1,927	2,347	10,923
Washington	14,467	15,148	16,861	24,808	27,812
West Virginia	149	122	109	146	356
Wisconsin	11,131	16,459	20,911	33,350	67,626
Wyoming	257	227	397	437	801
Nationwide totals	984,447	1,144,322	1,377,641	1,603,729	2,024,317

Source: Office of Child Support Enforcement, Feb. 19, 1987.

TABLE B-30.—AMOUNTS OF CHILD SUPPORT COLLECTED BY WAGE WITHHOLDING AS A PERCENT OF COLLECTIONS, BY STATE, FISCAL YEAR 1986

State	As percentage of AFDC collections	As percentage of non-AFDC collections
Alabama	23.2	32.2
Alaska	23.6	25.1
Arizona	17.0	17.0
Arkansas	20.2	20.9
California	25.4	26.6
Colorado	19.8	9.6
Connecticut	45.9	.0
Delaware	45.9	54.1
District of Columbia	53.2	42.6

TABLE B-30.—AMOUNTS OF CHILD SUPPORT COLLECTED BY WAGE WITHHOLDING AS A PERCENT OF COLLECTIONS, BY STATE, FISCAL YEAR 1986—Continued

State	As percentage of AFDC collections	As percentage of non-AFDC collections
Florida	4.5	4.4
Georgia	10.1	13.6
Guam	2.5	.0
Hawaii	8.6	.0
Idaho	9.6	7.8
Illinois	16.4	26.4
Indiana	14.1	9.4
Iowa	16.9	.1
Kansas	5.2	10.4
Kentucky	0.1	19.3
Louisiana	10.3	16.2
Maine	29.9	44.6
Maryland	.6	.0
Massachusetts	29.4	.0
Michigan	29.2	30.3
Minnesota	17.3	31.7
Mississippi	25.0	42.0
Missouri	27.4	15.7
Montana	5.7	7.7
Nebraska	13.4	7.6
Nevada	.0	.0
New Hampshire	33.7	30.2
New Jersey	10.5	20.0
New Mexico	4.5	15.1
New York	31.8	32.5
North Carolina	14.2	9.6
North Dakota	6.6	7.0
Ohio	20.4	19.7
Oklahoma	4.3	7.2
Oregon	25.1	41.0
Pennsylvania	36.0	29.4
Puerto Rico	.0	.0
Rhode Island	27.3	6.7
South Carolina	.0	3.4
South Dakota	11.1	16.2
Tennessee	23.3	.0
Texas	11.4	16.4
Utah	26.5	29.9
Vermont	12.3	15.6
Virgin Islands	49.9	49.8
Virginia	38.2	3.5
Washington	23.0	25.1
West Virginia	.0	.0

Source: Office of Child Support Enforcement.

TABLE B-31.—CHILD SUPPORT INCENTIVE PAYMENTS, BY STATE, FISCAL YEARS 1982-1986

[In thousands of dollars]

State	1982	1983	1984	1985	1986
Alabama	704	1,234	1,578	3,023	1,560
Alaska	158	244	218	277	393
Arizona	156	197	253	190	570
Arkansas	412	671	634	748	755
California	13,891	13,101	30,729	31,713	21,224
Colorado	913	1,337	1,076	1,121	1,383
Connecticut	3,117	2,977	2,550	2,906	3,688
Delaware	293	341	420	461	484
District of Columbia	222	266	355	297	410
Florida	1,871	2,107	3,315	3,453	3,660
Georgia	1,195	1,685	1,783	2,311	1,891
Guam	1	3	2	28	41
Hawaii	413	524	705	700	678
Idaho	463	471	447	499	669
Illinois	2,527	2,807	2,896	2,767	5,298
Indiana	1,400	2,423	2,570	2,975	3,897
Iowa	2,458	3,184	2,579	2,803	3,444
Kansas	1,081	1,102	904	1,099	1,164
Kentucky	502	896	759	1,071	1,336
Louisiana	1,202	1,502	1,240	1,461	1,236
Maine	891	1,250	1,154	1,253	1,612
Maryland	2,052	3,896	2,849	3,088	3,488
Massachusetts	6,071	6,045	5,201	5,572	7,042
Michigan	13,717	13,408	14,521	14,581	22,500
Minnesota	4,383	3,826	3,454	3,677	5,048
Mississippi	95	310	223	366	662
Missouri	1,815	1,621	1,609	1,882	2,208
Montana	181	274	276	363	269
Nebraska	422	537	505	690	808
Nevada	185	224	175	154	402
New Hampshire	348	373	281	290	340
New Jersey	4,877	6,037	6,324	5,886	7,190
New Mexico	332	433	424	449	363
New York	8,193	10,307	8,247	9,497	10,166
North Carolina	1,897	2,801	2,528	2,808	3,922
North Dakota	250	284	275	314	277
Ohio	4,512	5,010	4,790	5,710	5,341
Oklahoma	387	546	671	786	730
Oregon	2,387	1,838	1,571	1,624	2,114
Pennsylvania	5,669	6,576	7,122	9,170	8,076
Puerto Rico	92	127	136	167	208
Rhode Island	552	619	569	613	918
South Carolina	511	698	994	1,015	1,392
South Dakota	183	377	249	226	308
Tennessee	834	781	771	715	1,192
Texas	958	1,608	1,601	1,877	2,950

TABLE B-31.—CHILD SUPPORT INCENTIVE PAYMENTS, BY STATE, FISCAL YEARS 1982-1986—Continued

[In thousands of dollars]

State	1982	1983	1984	1985	1986
Utah	1,509	1,791	1,397	729	1,911
Vermont	453	391	318	379	374
Virgin Islands	25	20	19	25	26
Virginia	1,502	1,727	1,414	1,658	1,473
Washington	3,235	3,878	3,418	3,672	4,128
West Virginia	369	492	462	537	303
Wisconsin	4,655	5,416	4,992	4,986	6,428
Wyoming	85	117	103	90	107
Nationwide total	106,632	120,737	133,681	144,780	158,058

Source: Office of Child Support Enforcement, Feb. 19, 1987.

TABLE B-32.—TOTAL CHILD SUPPORT ADMINISTRATIVE EXPENDITURES, BY STATE, FISCAL YEARS 1982-86

[In thousands of dollars]

State	1982	1983	1984	1985	1986
Alabama	7,088	9,132	10,757	12,785	13,273
Alaska	2,759	4,016	4,314	4,771	4,916
Arizona	3,414	5,890	6,549	5,995	10,210
Arkansas	4,721	4,538	4,795	5,251	5,670
California	112,765	127,171	123,947	131,624	141,939
Colorado	6,630	7,986	8,774	8,826	10,058
Connecticut	9,462	11,899	12,846	14,251	15,589
Delaware	2,065	3,298	2,104	1,902	4,965
District of Columbia	4,266	4,967	4,447	4,423	5,646
Florida	14,109	15,717	17,568	21,741	29,830
Georgia	7,089	8,207	10,299	11,793	13,624
Guam	223	315	318	295	351
Hawaii	3,093	3,704	4,338	4,901	5,227
Idaho	1,684	2,144	2,536	3,016	3,062
Illinois	16,627	16,320	18,589	25,514	30,256
Indiana	7,618	6,766	7,924	8,886	9,759
Iowa	6,231	5,930	5,820	5,805	5,987
Kansas	4,659	5,220	4,695	5,586	7,651
Kentucky	7,074	7,673	8,143	9,387	11,109
Louisiana	10,545	12,860	14,012	16,108	18,047
Maine	2,624	2,941	3,217	3,544	4,742
Maryland	13,885	16,355	18,483	21,739	25,365
Massachusetts	16,533	19,793	23,650	27,515	31,257
Michigan	36,575	41,365	44,523	44,750	50,979
Minnesota	16,407	17,358	17,759	20,248	22,796
Mississippi	2,401	2,936	2,986	3,410	5,155
Missouri	7,612	9,079	9,408	11,329	14,146

TABLE B-32.—TOTAL CHILD SUPPORT ADMINISTRATIVE EXPENDITURES, BY STATE, FISCAL YEARS 1982-86—Continued

[In thousands of dollars]

State	1982	1983	1984	1985	1986
Montana	1,049	1,128	1,274	1,590	1,784
Nebraska	3,769	3,545	4,254	4,728	6,283
Nevada	3,129	3,437	3,364	3,571	4,269
New Hampshire	1,483	2,197	2,302	2,575	3,237
New Jersey	33,260	36,081	40,267	42,897	49,547
New Mexico	2,674	3,200	3,227	3,310	3,512
New York	77,830	86,436	89,776	101,862	121,400
North Carolina	11,149	12,293	14,058	15,313	17,000
North Dakota	1,210	1,246	1,458	1,590	1,893
Ohio	18,610	19,824	21,285	24,501	25,343
Oklahoma	6,128	6,116	5,547	6,336	7,297
Oregon	11,299	11,032	12,432	9,825	10,987
Pennsylvania	34,527	42,962	39,131	55,596	53,290
Puerto Rico	2,868	3,373	3,461	4,542	4,223
Rhode Island	2,032	2,141	2,354	2,455	2,685
South Carolina	2,353	2,887	4,445	6,510	9,189
South Dakota	1,175	1,198	1,173	1,334	1,630
Tennessee	6,419	7,040	7,026	8,174	9,482
Texas	16,492	15,070	14,123	13,960	21,522
Utah	5,628	6,789	7,308	8,608	10,085
Vermont	811	957	1,181	1,429	1,983
Virgin Islands	216	319	424	715	954
Virginia	7,644	7,667	8,029	8,801	15,698
Washington	13,299	16,979	18,933	22,941	25,291
West Virginia	2,962	2,549	2,613	2,829	2,873
Wisconsin	15,210	20,661	20,156	21,999	25,388
Wyoming	379	373	484	748	766
Nationwide total	611,792	691,105	722,909	814,165	939,248

Source: Office of Child Support Enforcement, Feb. 19, 1987.

TABLE B-33.—FEES RECEIVED AND COSTS RECOVERED FOR NON-AFDC CHILD SUPPORT CASES, BY STATE, FISCAL YEARS 1982-86

State	1982	1983	1984	1985	1986
Alabama	14,760	31,555	5,720	8,934	57,670
Alaska	0	0	0	0	3,847
Arizona	25,389	76,601	25,818	26,909	23,026
Arkansas	0	83,035	268,371	237,807	411,325
California	0	0	0	0	2,430,984
Colorado	0	0	47,379	66,108	147,999
Connecticut	125	155	0	0	41,209
Delaware	1,260	1,133	1,038	12,479	19,799
District of Columbia	8,761	9,680	12,140	18,075	19,405

TABLE B-33.—FEES RECEIVED AND COSTS RECOVERED FOR NON-AFDC CHILD SUPPORT CASES, BY STATE, FISCAL YEARS 1982-86—Continued

State	1982	1983	1984	1985	1986
Florida	165,862	210,032	240,582	285,210	423,534
Georgia	9,345	7,559	3,937	8,280	1,285
Guam	0	0	0	0	0
Hawaii	0	0	0	0	4,900
Idaho	0	0	0	25	47,541
Illinois	16,100	0	0	0	121
Indiana	61,681	32,493	41,049	77,433	49,674
Iowa	0	0	0	1,575	5,197
Kansas	22,880	15,985	14,340	46,340	0
Kentucky	1,060	1,340	0	0	40,086
Louisiana	0	0	0	0	0
Maine	82,213	113,747	24,729	0	14,958
Maryland	0	0	67,539	341,692	94,411
Massachusetts	0	0	0	0	0
Michigan	878,710	0	0	0	93,067
Minnesota	5,746	2,203	15,470	111,035	28,411
Mississippi	12,379	9,793	10,981	3,295	68,371
Missouri	64,139	60,329	63,854	7,454	300
Montana	48,552	53,349	50,763	49,854	3,387
Nebraska	0	0	0	8,785	3,195
Nevada	939	0	0	0	1,650
New Hampshire	515	58,378	78,236	120,336	46,714
New Jersey	0	0	0	0	0
New Mexico	21,721	26,718	80,323	92,135	154,646
New York	383	61,129	86,656	104,675	546
North Carolina	10,168	13,207	59,391	120,715	235,786
North Dakota	1	0	0	0	8.401
Ohio	269,383	0	0	0	0
Oklahoma	50,355	268,542	324,184	425,254	73,535
Oregon	78,976	−6,378	12,335	8,334	21,160
Pennsylvania	0	0	0	0	27,491
Puerto Rico	0	0	0	0	0
Rhode Island	4,180	5,305	4,420	6,160	11,322
South Carolina	37,160	−65	130	0	7,932
South Dakota	36,106	52,764	69,935	79,889	12,407
Tennessee	0	0	0	0	31,605
Texas	205,841	254,128	317,901	707,614	587,563
Utah	6,076	61,912	41,262	−28	0
Vermont	3,243	2,848	3,773	3,070	8,950
Virgin Islands	5,430	6,255	16,280	9,064	7,915
Virginia	12,555	8,278	8,047	13,635	317,427
Washington	794,765	1,119,766	957,499	90	4,557
West Virginia	2,180	31,693	6,981	0	14,375
Wisconsin	0	0	0	0	42,334
Wyoming	6,838	8,221	8,815	11,302	12,766
Nationwide total	2,965,787	2,681,690	2,969,878	3,013,535	5,662,784

Source: Office of Child Support Enforcement, Feb. 19, 1987.

TABLE B-34.—TOTAL CHILD SUPPORT COLLECTIONS PER DOLLAR OF TOTAL ADMINISTRATIVE EXPENDITURES, BY STATE, FISCAL YEARS 1982-86

State	1982	1983	1984	1985	1986
Alabama	1.14	0.95	1.11	2.00	2.45
Alaska	2.68	2.42	2.39	2.26	2.61
Arizona	3.05	1.79	2.18	2.15	1.34
Arkansas	1.18	1.63	1.63	1.90	2.62
California	2.19	2.00	2.31	2.32	2.38
Colorado	2.55	2.15	1.72	2.08	1.89
Connecticut	3.92	3.30	3.36	3.38	3.49
Delaware	3.57	2.45	4.64	5.62	2.46
District of Columbia	.60	.71	.90	1.06	.92
Florida	1.44	1.21	2.43	2.10	2.12
Georgia	1.34	1.64	1.80	2.23	2.52
Guam	1.16	1.24	1.52	1.46	1.38
Hawaii	2.66	2.72	2.37	2.38	2.26
Idaho	2.64	2.19	1.86	1.93	3.58
Illinois	1.30	1.96	2.31	2.14	2.40
Indiana	1.91	3.07	3.29	3.79	4.82
Iowa	4.30	4.92	5.69	5.92	6.77
Kansas	2.06	1.90	2.32	2.05	2.15
Kentucky	2.07	2.57	2.75	2.68	2.52
Louisiana	2.12	2.00	1.96	2.13	2.21
Maine	2.84	3.48	3.75	3.98	3.95
Maryland	3.94	4.72	4.15	3.86	3.77
Massachusetts	3.85	3.65	3.55	3.57	3.50
Michigan	6.57	6.62	6.86	7.62	8.33
Minnesota	2.31	2.59	2.94	2.91	3.02
Mississippi	1.12	1.66	1.77	2.02	2.29
Missouri	2.44	2.00	2.64	3.05	3.89
Montana	1.67	2.14	2.27	2.46	2.59
Nebraska	4.54	5.65	5.69	6.32	5.44
Nevada	1.51	1.62	1.91	2.04	2.10
New Hampshire	3.12	5.29	5.16	4.96	4.39
New Jersey	3.96	3.97	4.55	4.67	4.63
New Mexico	1.30	1.44	1.71	1.90	2.27
New York	1.95	2.02	2.03	1.96	1.83
North Carolina	2.00	2.51	2.65	2.94	3.26
North Dakota	1.91	2.19	2.31	2.29	2.46
Ohio	1.66	1.76	1.95	3.38	4.92
Oklahoma	.64	.86	1.36	1.46	1.78
Oregon	4.13	3.45	3.01	4.05	4.47
Pennsylvania	7.40	6.65	8.37	6.68	7.78
Puerto Rico	6.06	9.48	24.61	11.95	13.92
Rhode Island	2.65	3.36	3.36	3.52	3.90
South Carolina	2.61	2.58	2.49	1.70	2.37
South Dakota	1.81	2.38	2.33	2.36	2.74
Tennessee	2.72	2.71	3.17	2.88	3.35
Texas	.84	1.19	1.77	2.17	2.02
Utah	2.12	2.00	2.01	1.95	2.21
Vermont	4.01	2.95	2.44	2.58	2.34

TABLE B-34.—TOTAL CHILD SUPPORT COLLECTIONS PER DOLLAR OF TOTAL ADMINISTRATIVE EXPENDITURES, BY STATE, FISCAL YEARS 1982-86—Continued

State	1982	1983	1984	1985	1986
Virgin Islands	3.03	2.14	3.48	3.27	2.14
Virginia	1.60	1.78	1.74	1.85	1.57
Washington	2.75	2.45	2.43	2.48	2.54
West Virginia	.89	1.35	1.52	1.66	1.98
Wisconsin	2.84	2.71	3.25	3.73	4.78
Wyoming	2.31	2.72	2.58	1.64	2.71
Nationwide total	2.89	2.93	3.29	3.31	3.46

Source: Office of Child Support Enforcement, Feb. 19, 1987.

TABLE B-35.—AFDC AND FOSTER CARE CHILD SUPPORT COLLECTIONS PER DOLLAR OF TOTAL ADMINISTRATIVE EXPENDITURES, BY STATE, FISCAL YEARS 1982-86

State	1982	1983	1984	1985	1986
Alabama	1.14	0.85	0.82	1.16	1.09
Alaska	.38	.44	.40	.43	.57
Arizona	.37	.25	.33	.27	.27
Arkansas	.64	1.01	1.08	1.20	1.43
California	1.21	1.08	1.23	1.17	1.21
Colorado	.90	1.17	1.02	1.06	1.11
Connecticut	2.25	1.73	1.71	1.66	1.67
Delaware	.95	.69	1.66	2.02	.80
District of Columbia	.42	.49	.50	.59	.49
Florida	1.01	.66	1.74	1.21	.95
Georgia	1.14	1.38	1.44	1.63	1.50
Guam	.74	.82	.93	.95	.78
Hawaii	1.08	1.21	1.03	1.05	.98
Idaho	2.02	1.77	1.53	1.43	1.57
Illinois	1.02	1.16	1.31	1.09	1.07
Indiana	1.53	2.61	2.84	2.77	3.04
Iowa	2.91	3.29	3.87	4.11	4.34
Kansas	1.67	1.50	1.73	1.75	1.35
Kentucky	.53	.82	.78	1.01	1.01
Louisiana	.88	.75	.74	.81	.80
Maine	2.28	2.86	3.01	2.97	2.85
Maryland	1.09	1.70	1.31	1.30	1.24
Massachusetts	2.44	2.04	1.81	1.68	1.61
Michigan	2.77	2.36	2.40	2.50	2.46
Minnesota	1.41	1.48	1.61	1.52	1.49
Mississippi	1.00	1.55	1.64	1.41	1.15
Missouri	1.63	1.27	1.52	1.50	1.32
Montana	1.18	1.63	1.78	2.01	1.93
Nebraska	.84	1.04	1.01	1.24	.93
Nevada	.48	.53	.52	.48	.67
New Hampshire	1.55	1.21	1.07	.98	.72
New Jersey	1.01	1.14	1.25	1.19	1.17

TABLE B-35.—AFDC AND FOSTER CARE CHILD SUPPORT COLLECTIONS PER DOLLAR OF TOTAL ADMINISTRATIVE EXPENDITURES, BY STATE, FISCAL YEARS 1982–86—Continued

State	1982	1983	1984	1985	1986
New Mexico	.83	.90	1.10	1.13	1.38
New York	.70	.79	.77	.78	.68
North Carolina	1.15	1.53	1.49	1.54	1.64
North Dakota	1.46	1.61	1.61	1.67	1.65
Ohio	1.62	1.68	1.88	1.94	2.34
Oklahoma	.43	.60	1.01	1.04	.99
Oregon	1.46	1.15	.98	1.44	1.39
Pennsylvania	1.18	1.10	1.48	1.13	1.40
Puerto Rico	.24	.27	.35	.34	.43
Rhode Island	1.90	1.97	2.11	2.09	2.20
South Carolina	2.00	2.08	1.97	1.19	1.15
South Dakota	1.22	1.81	1.80	1.73	1.64
Tennessee	.92	.79	.92	.72	1.03
Texas	.42	.72	.94	1.14	.82
Utah	1.79	1.71	1.59	1.33	1.20
Vermont	3.74	2.74	2.26	2.21	1.84
Virgin Islands	.82	.44	.37	.29	.22
Virginia	1.36	1.53	1.50	1.58	.87
Washington	1.66	1.56	1.54	1.40	1.44
West Virginia	.84	1.30	1.48	1.61	1.86
Wisconsin	2.11	1.92	2.21	2.21	2.11
Wyoming	1.63	2.12	1.76	1.06	1.67
Nationwide total	1.28	1.27	1.38	1.34	1.31

Source: Office of Child Support Enforcement, Feb. 19, 1987.

TABLE B-36.—NON-AFDC CHILD SUPPORT COLLECTIONS PER DOLLAR OF TOTAL ADMINISTRATIVE EXPENDITURES, BY STATE, FISCAL YEAR 1982

State	1982	1983	1984	1985	1986
Alabama	0.00	0.09	0.30	0.83	1.36
Alaska	2.30	1.97	1.99	1.83	2.04
Arizona	2.69	1.55	1.84	1.87	1.08
Arkansas	.53	.62	.55	.70	1.20
California	.98	.92	1.08	1.15	1.17
Colorado	1.65	.98	.70	1.01	.79
Connecticut	1.67	1.56	1.65	1.73	1.82
Delaware	2.63	1.76	2.97	3.60	1.66
District of Columbia	.18	.22	.39	.47	.43
Florida	.42	.55	.69	.90	1.17
Georgia	.20	.25	.37	.59	1.01
Guam	.42	.42	.59	.51	.61
Hawaii	1.58	1.51	1.33	1.32	1.27
Idaho	.62	.41	.34	.49	2.01
Illinois	.28	.80	.99	1.04	1.33
Indiana	.39	.46	.44	1.02	1.77

TABLE B–36.—NON-AFDC CHILD SUPPORT COLLECTIONS PER DOLLAR OF TOTAL ADMINISTRATIVE EXPENDITURES, BY STATE, FISCAL YEAR 1982—Continued

State	1982	1983	1984	1985	1986
Iowa	1.40	1.64	1.82	1.81	2.43
Kansas	.39	.41	.59	.30	.80
Kentucky	1.54	1.74	1.96	1.67	1.51
Louisiana	1.23	1.25	1.22	1.32	1.41
Maine	.56	.62	.73	1.01	1.10
Maryland	2.85	3.02	2.84	2.56	2.53
Massachusetts	1.41	1.61	1.74	1.89	1.88
Michigan	3.80	4.26	4.46	5.12	5.87
Minnesota	.90	1.11	1.33	1.39	1.53
Mississippi	.12	.12	.13	.61	1.14
Missouri	.81	.73	1.11	1.55	2.56
Montana	.49	.52	.49	.45	.67
Nebraska	3.70	4.62	4.68	5.08	4.52
Nevada	1.02	1.09	1.39	1.55	1.43
New Hampshire	1.56	4.08	4.09	3.98	3.67
New Jersey	2.95	2.83	3.30	3.47	3.47
New Mexico	.47	.54	.62	.77	.89
New York	1.25	1.22	1.27	1.18	1.15
North Carolina	.85	.98	1.17	1.40	1.62
North Dakota	.45	.57	.70	.62	.82
Ohio	.05	.07	.08	1.43	2.58
Oklahoma	.21	.26	.35	.42	.79
Oregon	2.68	2.30	2.03	2.61	3.08
Pennsylvania	6.22	5.56	6.89	5.55	6.39
Puerto Rico	5.82	9.21	24.26	11.61	13.49
Rhode Island	.74	1.39	1.25	1.43	1.70
South Carolina	.61	.50	.52	.51	1.22
South Dakota	.59	.56	.53	.64	1.10
Tennessee	1.81	1.92	2.25	2.16	2.32
Texas	.42	.47	.83	1.03	1.20
Utah	.33	.29	.42	.62	1.01
Vermont	.27	.21	.18	.37	.50
Virgin Islands	2.21	1.70	3.11	2.97	1.91
Virginia	.24	.24	.24	.27	.70
Washington	1.09	.89	.89	1.08	1.10
West Virginia	.05	.05	.04	.05	.12
Wisconsin	.73	.80	1.04	1.52	2.66
Wyoming	.68	.61	.82	.58	1.05
Nationwide total	1.61	1.66	1.91	1.97	2.16

Source: Office of Child Support Enforcement, Feb. 19, 1987.

TABLE B-37.—PERCENTAGE OF AFDC AND FOSTER CARE ASSISTANCE PAYMENTS RECOVERED THROUGH CHILD SUPPORT COLLECTIONS, BY STATE, FISCAL YEARS 1982-86

State	1982	1983	1984	1985	1986
Alabama	11.2	10.6	12.0	21.0	21.2
Alaska	3.2	5.9	4.6	4.6	5.6
Arizona	2.5	2.3	3.2	2.5	3.5
Arkansas	8.9	13.3	13.3	15.2	16.6
California	6.2	4.6	4.8	4.5	5.7
Colorado	7.6	9.4	8.4	9.3	10.5
Connecticut	10.5	12.7	9.8	10.1	11.4
Delaware	7.3	8.4	12.7	14.6	16.3
District of Columbia	2.1	3.0	3.0	3.3	3.6
Florida	6.9	4.3	12.3	10.0	10.1
Georgia	4.7	6.0	7.5	9.8	9.3
Guam	5.0	6.1	6.2	6.4	7.6
Hawaii	4.1	5.3	5.4	6.6	7.6
Idaho	17.0	17.8	18.8	22.6	24.8
Illinois	2.3	2.3	2.9	3.2	4.0
Indiana	8.4	12.1	14.8	16.1	20.2
Iowa	14.4	13.5	14.2	15.0	18.2
Kansas	10.8	8.6	8.4	11.6	12.6
Kentucky	3.1	5.0	4.7	6.8	8.0
Louisiana	7.3	7.2	7.1	8.4	8.9
Maine	10.2	13.3	14.0	13.4	16.7
Maryland	7.4	12.4	10.6	11.6	12.9
Massachusetts	9.1	13.6	13.3	11.3	11.5
Michigan	12.9	8.6	8.8	9.7	12.8
Minnesota	11.2	10.0	10.0	10.5	13.1
Mississippi	4.3	8.0	8.5	7.9	8.1
Missouri	7.1	6.1	7.3	8.5	9.8
Montana	6.7	7.7	8.4	10.7	11.0
Nebraska	7.0	6.8	7.6	10.0	10.7
Nevada	12.5	16.8	17.3	14.9	18.3
New Hampshire	9.4	11.2	11.3	12.4	12.1
New Jersey	7.0	8.1	10.3	9.7	11.4
New Mexico	5.0	6.7	7.2	7.3	9.4
New York	3.5	3.9	3.6	4.0	4.3
North Carolina	8.9	16.3	14.1	15.0	15.2
North Dakota	12.3	13.5	14.6	14.7	15.8
Ohio	6.1	5.1	5.5	6.2	8.9
Oklahoma	3.5	4.7	6.6	7.5	7.2
Oregon	16.4	12.6	12.1	13.3	13.1
Pennsylvania	6.0	6.4	8.0	8.4	10.5
Puerto Rico	1.1	2.9	1.8	2.4	2.8
Rhode Island	5.7	6.3	7.1	7.0	7.5
South Carolina	6.2	7.9	11.7	8.6	10.2
South Dakota	8.6	12.4	12.3	12.9	13.8
Tennessee	7.9	6.9	7.8	6.5	9.7
Texas	5.8	7.0	7.0	6.9	6.2
Utah	21.2	21.6	23.0	22.7	22.7
Vermont	9.1	7.2	6.7	8.4	10.4

TABLE B-37.—PERCENTAGE OF AFDC AND FOSTER CARE ASSISTANCE PAYMENTS RECOVERED THROUGH CHILD SUPPORT COLLECTIONS, BY STATE, FISCAL YEARS 1982-86—Continued

State	1982	1983	1984	1985	1986
Virgin Islands	6.3	4.7	5.0	7.6	7.7
Virginia	6.3	7.0	7.3	8.3	7.7
Washington	9.2	10.1	9.9	9.8	11.2
West Virginia	5.6	5.8	5.2	5.1	7.5
Wisconsin	9.5	8.8	8.5	8.8	11.5
Wyoming	7.2	7.1	7.3	5.5	8.8
Nationwide total	6.8	6.6	7.0	7.3	8.6

Source: Office of Child Support Enforcement, Feb. 19, 1987.

TABLE B-38.—AVERAGE AFDC AND FOSTER CARE CHILD SUPPORT ENFORCEMENT CASELOAD, BY STATE, FISCAL YEARS 1982-86

State	1982	1983	1984	1985	1986
Alabama	82,444	93,241	102,158	116,284	99,832
Alaska	10,497	14,421	15,476	19,564	18,547
Arizona	9,178	19,756	32,542	43,837	43,794
Arkansas	46,691	48,692	43,269	41,373	52,237
California	658,768	680,103	670,737	677,792	633,546
Colorado	93,976	102,156	113,544	125,137	104,576
Connecticut	40,687	46,900	56,496	61,030	67,269
Delaware	10,287	9,217	6,704	4,035	4,321
District of Columbia	46,444	49,242	34,507	33,486	32,033
Florida	256,789	299,596	289,445	294,715	240,443
Georgia	119,448	125,711	126,498	156,518	175,990
Guam	1,660	1,502	2,363	4,000	3,201
Hawaii	20,972	20,137	21,215	23,053	26,211
Idaho	20,092	22,200	26,714	30,307	8,811
Illinois	278,792	261,913	257,946	233,809	407,433
Indiana	138,978	160,799	179,915	203,175	86,000
Iowa	55,826	63,936	63,694	59,591	35,656
Kansas	97,228	103,776	115,484	122,583	53,341
Kentucky	136,818	157,074	181,757	205,259	159,117
Louisiana	105,067	117,500	127,203	134,956	149,019
Maine	31,020	31,678	28,188	31,094	21,198
Maryland	136,115	147,997	161,839	164,161	94,564
Massachusetts	92,600	74,901	77,362	80,008	33,984
Michigan	399,520	445,003	488,329	509,717	450,696
Minnesota	67,136	68,628	73,612	79,242	57,842
Mississippi	14,960	63,728	81,014	82,496	87,124
Missouri	111,764	115,640	108,881	109,076	72,549
Montana	24,971	28,616	34,052	32,221	26,297
Nebraska	16,678	17,128	19,984	22,124	25,002
Nevada	16,620	15,928	15,859	15,309	9,692
New Hampshire	6,121	12,609	8,719	13,398	16,299

TABLE B-38.—AVERAGE AFDC AND FOSTER CARE CHILD SUPPORT ENFORCEMENT CASELOAD, BY STATE, FISCAL YEARS 1982-86—Continued

State	1982	1983	1984	1985	1986
New Jersey	247,169	231,296	235,245	238,594	194,079
New Mexico	66,850	70,925	68,899	62,870	64,377
New York	586,925	494,685	490,496	265,626	239,676
North Carolina	113,308	117,525	113,154	112,101	112,888
North Dakota	14,829	13,735	10,129	11,234	7,107
Ohio	308,620	342,264	378,919	410,076	426,948
Oklahoma	50,331	32,354	66,260	127,077	51,351
Oregon	39,443	38,831	62,683	79,646	42,501
Pennsylvania	236,589	248,276	259,646	275,556	295,295
Puerto Rico	57,208	63,853	64,074	61,921	68,657
Rhode Island	16,723	19,321	20,639	21,291	19,015
South Carolina	71,435	88,397	101,911	98,620	105,501
South Dakota	14,900	15,891	16,750	19,307	9,549
Tennessee	91,036	97,266	99,644	105,190	114,915
Texas	90,597	90,228	93,521	99,352	104,125
Utah	29,224	30,651	31,833	32,826	13,432
Vermont	7,774	8,664	10,278	10,312	9,389
Virgin Islands	1,830	2,002	2,369	2,953	3,518
Virginia	134,467	186,719	228,401	253,311	270,422
Washington	48,594	47,912	49,172	48,453	109,792
West Virginia	35,114	34,486	38,102	42,349	46,524
Wisconsin	128,428	127,847	121,264	125,375	133,244
Wyoming	7,761	5,055	6,676	8,151	9,769
Nationwide total	5,547,302	5,827,911	6,135,571	6,241,541	5,748,698

Source: Office of Child Support Enforcement, Feb. 19, 1987.

TABLE B-39.—AVERAGE NON-AFDC CHILD SUPPORT ENFORCEMENT CASELOAD, BY STATE, FISCAL YEARS 1982-86

State	1982	1983	1984	1985	1986
Alabama	891	1,765	5,826	23,759	41,632
Alaska	3,534	4,919	5,358	5,941	6,708
Arizona	14,664	15,706	19,402	25,879	28,765
Arkansas	4,675	4,620	6,466	8,893	6,960
California	322,381	326,650	332,180	333,770	305,777
Colorado	28,819	22,310	8,256	7,072	18,543
Connecticut	13,218	13,011	12,943	17,404	20,391
Delaware	8,747	12,142	14,517	15,884	15,159
District of Columbia	2,092	2,239	3,359	14,782	17,753
Florida	10,742	14,154	36,441	48,178	75,866
Georgia	64,165	72,204	83,700	92,129	43,718
Guam	1,460	764	578	685	703
Hawaii	6,086	6,233	6,961	7,995	10,846
Idaho	3,310	2,573	2,544	2,797	4,650
Illinois	24,187	23,868	27,633	32,316	59,311

TABLE B-39.—AVERAGE NON-AFDC CHILD SUPPORT ENFORCEMENT CASELOAD, BY STATE, FISCAL YEARS 1982-86—Continued

State	1982	1983	1984	1985	1986
Indiana	10,401	12,489	14,256	19,444	28,395
Iowa	9,486	10,664	11,290	13,069	16,019
Kansas	3,273	3,840	4,416	4,493	10,475
Kentucky	11,032	11,701	13,864	20,336	37,140
Louisiana	20,850	22,629	22,565	25,153	28,763
Maine	593	871	3,676	5,736	7,907
Maryland	43,235	68,938	72,201	79,202	87,662
Massachusetts	11,000	18,112	17,618	19,444	NA
Michigan	92,893	132,804	142,266	182,010	216,257
Minnesota	16,774	18,875	22,296	25,488	30,293
Mississippi	1,310	1,481	1,623	4,871	11,210
Missouri	10,344	11,392	11,540	20,474	32,105
Montana	857	988	1,118	1,210	2,436
Nebraska	9,829	12,308	14,760	17,685	21,480
Nevada	6,199	8,699	9,624	10,648	11,211
New Hampshire	1,090	10,052	9,503	8,584	7,109
New Jersey	75,207	83,036	90,518	99,753	108,466
New Mexico	3,037	4,069	4,804	5,218	5,941
New York	115,862	144,653	155,818	141,422	155,985
North Carolina	15,673	20,331	24,507	33,302	44,787
North Dakota	603	773	1,148	1,199	1,733
Ohio	22,124	28,323	33,704	51,625	85,340
Oklahoma	7,171	7,853	5,734	18,577	36,711
Oregon	41,346	43,599	46,173	49,330	41,142
Pennsylvania	240,288	263,421	298,636	334,057	351,293
Puerto Rico	18,105	24,889	39,481	55,591	61,805
Rhode Island	5,466	11,137	15,214	16,932	22,320
South Carolina	1,055	1,860	3,684	6,772	14,458
South Dakota	750	753	851	1,121	2,492
Tennessee	37,506	44,077	51,733	61,724	80,335
Texas	91,654	88,962	93,958	107,776	109,996
Utah	1,519	1,713	2,539	4,640	9,777
Vermont	910	1,108	651	1,280	2,207
Virgin Islands	1,255	1,490	2,262	2,809	3,257
Virginia	3,250	4,183	5,093	5,997	14,816
Washington	21,175	19,740	20,545	23,788	39,778
West Virginia	5,937	7,970	10,358	13,220	193
Wisconsin	12,027	14,623	16,721	26,753	62,741
Wyoming	471	392	495	808	1,111
Nationwide total	1,480,528	1,687,956	1,863,407	2,159,025	2,461,928

NA—Not available.

Source: Office of Child Support Enforcement, Feb. 19, 1987.

TABLE B-40.—AVERAGE NUMBER OF AFDC AND FOSTER CARE CASES IN WHICH A CHILD SUPPORT COLLECTION WAS MADE ON AN OBLIGATION, BY STATE, FISCAL YEARS 1982-86

State	1982	1983	1984	1985	1986 [1]
Alabama	18,675	16,301	15,166	9,133	11,405
Alaska	909	1,154	1,180	1,120	933
Arizona	1,018	1,164	1,813	1,851	1,374
Arkansas	3,090	3,683	4,591	5,207	5,181
California	123,393	86,277	91,956	103,742	82,277
Colorado	3,539	4,129	5,096	5,687	3,723
Connecticut	12,571	13,591	14,600	15,565	16,013
Delaware	1,691	2,254	2,684	2,891	3,013
District of Columbia	1,063	1,508	1,999	1,925	2,067
Florida	9,325	11,856	15,596	16,468	16,310
Georgia	6,946	7,826	8,964	6,657	8,568
Guam	131	186	193	206	198
Hawaii	2,272	2,718	3,126	4,622	2,197
Idaho	1,484	936	2,482	4,343	1,106
Illinois	14,611	15,551	17,622	18,299	13,997
Indiana	13,813	19,514	22,553	22,058	11,287
Iowa	8,887	10,135	12,232	11,871	7,206
Kansas	4,479	4,205	4,901	4,769	3,200
Kentucky	4,370	4,601	5,171	6,729	5,958
Louisiana	6,687	6,944	6,978	7,836	8,930
Maine	4,964	6,141	6,970	7,178	4,437
Maryland	14,481	15,576	15,796	15,861	15,074
Massachusetts	23,158	22,655	23,482	25,350	10,015
Michigan	68,266	73,442	74,189	59,049	45,120
Minnesota	12,752	12,891	13,933	14,872	13,497
Mississippi	2,765	3,216	3,627	3,742	3,530
Missouri	6,361	2,465	2,280	7,716	5,979
Montana	908	1,178	1,385	1,600	1,092
Nebraska	1,732	1,841	2,217	2,362	2,961
Nevada	2,013	2,261	2,245	2,370	2,201
New Hampshire	1,745	1,512	1,169	1,021	749
New Jersey	26,493	24,712	29,751	27,686	23,354
New Mexico	2,085	2,027	2,779	2,034	2,785
New York	41,968	44,168	46,386	48,979	43,338
North Carolina	10,347	12,089	13,104	14,216	43,232
North Dakota	1,170	1,193	1,460	1,656	898
Ohio	24,519	26,064	28,771	32,582	37,016
Oklahoma	2,231	2,487	3,223	3,543	4,019
Oregon	4,399	4,020	6,202	6,687	6,016
Pennsylvania	29,970	35,405	39,565	42,088	48,960
Puerto Rico	1,880	2,281	2,683	3,736	3,458
Rhode Island	3,337	2,441	3,133	3,233	2,241
South Carolina	3,760	4,182	5,571	5,785	6,008
South Dakota	1,064	1,223	1,279	1,532	1,492
Tennessee	5,967	6,642	7,273	8,336	8,959
Texas	4,013	4,099	4,674	5,652	8,353
Utah	5,784	5,346	5,686	5,209	3,313
Vermont	1,972	2,223	2,167	2,329	1,547

TABLE B-40.—AVERAGE NUMBER OF AFDC AND FOSTER CARE CASES IN WHICH A CHILD SUPPORT COLLECTION WAS MADE ON AN OBLIGATION, BY STATE, FISCAL YEARS 1982-86—Continued

State	1982	1983	1984	1985	1986 [1]
Virgin Islands	123	82	121	199	222
Virginia	12,979	13,554	13,815	13,054	12,189
Washington	12,619	14,160	15,900	15,895	15,204
West Virginia	1,824	2,044	2,247	2,331	2,463
Wisconsin	20,281	26,106	24,166	44,799	23,720
Wyoming	347	420	393	453	656
Nationwide total	597,231	594,679	646,545	684,114	609,041

[1] Does not include arrears cases. See also table B-41.

Source: Office of Child Support Enforcement, Feb. 19, 1987.

TABLE B-41.—AVERAGE NUMBER OF AFDC ARREARS CASES IN WHICH A CHILD SUPPORT COLLECTION WAS MADE ON AN OBLIGATION, BY STATE, FISCAL YEAR 1986

State	1986
Alabama	1,592
Alaska	257
Arizona	508
Arkansas	705
California	0
Colorado	2,762
Connecticut	0
Delaware	0
District of Columbia	0
Florida	5,938
Georgia	4,759
Guam	48
Hawaii	0
Idaho	1,916
Illinois	22,550
Indiana	938
Iowa	4,242
Kansas	2,618
Kentucky	1,252
Louisiana	56
Maine	2,772
Maryland	4,331
Massachusetts	15,897
Michigan	25,495
Minnesota	5,254
Mississippi	516
Missouri	3,137
Montana	774
Nebraska	431
Nevada	867

TABLE B-41.—AVERAGE NUMBER OF AFDC ARREARS CASES IN WHICH A CHILD SUPPORT COLLECTION WAS MADE ON AN OBLIGATION, BY STATE, FISCAL YEAR 1986—Continued

State	1986
New Hampshire	181
New Jersey	3,252
New Mexico	245
New York	6,562
North Carolina	0
North Dakota	973
Ohio	4,779
Oklahoma	532
Oregon	2,328
Pennsylvania	4,154
Puerto Rico	0
Rhode Island	1,082
South Carolina	0
South Dakota	1,752
Tennessee	125
Texas	1,423
Utah	2,080
Vermont	1,237
Virgin Islands	19
Virginia	2,354
Washington	9,888
West Virginia	663
Wisconsin	5,007
Wyoming	29
Nationwide total	158,280

[1] Beginning in 1986, AFDC arrears—only cases are reported as a separate item.

Source: Office of Child Support Enforcement, Feb. 19, 1987.

TABLE B-42.—AVERAGE NUMBER OF NON-AFDC CASES IN WHICH A CHILD SUPPORT COLLECTION WAS MADE ON AN OBLIGATION, BY STATE, FISCAL YEARS 1982-86

State	1982	1983	1984	1985	1986
Alabama	31	221	893	5,023	11,133
Alaska	2,451	3,035	3,260	3,205	2,564
Arizona	4,422	5,525	5,148	4,770	4,250
Arkansas	2,581	2,803	3,194	3,613	4,048
California	59,245	66,164	63,650	66,686	71,357
Colorado	4,069	3,647	2,260	3,976	3,187
Connecticut	0	7,826	8,484	9,392	9,808
Delaware	3,175	3,611	3,788	4,395	4,212
District of Columbia	370	478	900	1,007	1,116
Florida	4,025	8,002	3,581	7,593	7,434
Georgia	2,855	4,091	6,001	5,487	8,284
Guam	61	63	81	65	86
Hawaii	298	308	321	352	3,926

TABLE B-42.—AVERAGE NUMBER OF NON-AFDC CASES IN WHICH A CHILD SUPPORT COLLECTION WAS MADE ON AN OBLIGATION, BY STATE, FISCAL YEARS 1982-86—Continued

State	1982	1983	1984	1985	1986
Idaho	611	591	586	1,047	1,613
Illinois	6,205	6,433	6,603	10,030	12,171
Indiana	1,546	1,784	1,972	2,881	8,578
Iowa	3,738	4,192	4,240	4,913	5,095
Kansas	1,184	1,449	1,668	758	3,095
Kentucky	2,449	3,657	3,836	3,647	8,387
Louisiana	8,060	9,517	9,987	10,636	11,940
Maine	271	296	933	1,496	3,056
Maryland	15,849	27,384	26,232	26,154	30,875
Massachusetts	0	0	0	0	0
Michigan	53,137	51,304	50,131	88,675	84,397
Minnesota	8,331	10,263	11,155	12,615	14,067
Mississippi	318	320	456	1,319	2,742
Missouri	2,490	1,631	1,754	5,362	10,001
Montana	340	348	348	344	470
Nebraska	5,011	4,942	7,122	7,874	9,108
Nevada	4,792	4,084	4,758	5,360	3,929
New Hampshire	0	5,433	5,036	4,939	3,926
New Jersey	34,662	38,557	44,345	45,868	53,091
New Mexico	1,504	1,806	1,624	2,249	1,637
New York	55,832	54,296	60,471	63,829	66,234
North Carolina	4,524	5,910	7,800	10,137	11,744
North Dakota	127	171	221	266	653
Ohio	3,540	4,594	7,756	10,853	27,315
Oklahoma	1,078	1,269	1,400	1,968	2,977
Oregon	16,065	16,262	16,520	19,331	18,467
Pennsylvania	90,694	92,084	104,449	108,498	123,878
Puerto Rico	9,114	17,908	22,916	26,873	28,051
Rhode Island	1,900	1,407	1,941	1,969	2,059
South Carolina	1,013	1,198	1,948	2,777	2,706
South Dakota	491	512	516	502	1,144
Tennessee	8,532	10,271	11,032	12,156	13,001
Texas	3,888	4,224	4,575	8,833	9,595
Utah	632	698	889	1,068	2,750
Vermont	172	194	153	393	570
Virgin Islands	267	262	925	1,288	1,188
Virginia	914	1,554	916	876	5,689
Washington	6,648	7,422	8.824	9,802	10,456
West Virginia	386	186	125	288	157
Wisconsin	8,061	6,719	9,303	20,288	34,146
Wyoming	143	125	146	77	413
Nationwide total	448,102	507,031	547,173	653,803	762,776

Source: Office of Child Support Enforcement, Feb. 19, 1987.

TABLE B-43.—TOTAL NUMBER OF ABSENT PARENTS LOCATED, BY STATE, FISCAL YEARS 1982–86

State	1982	1983	1984	1985	1986
Alabama	14,479	16,473	19,565	25,398	23,740
Alaska	2,062	2,754	2,833	5,752	7,425
Arizona	7,136	5,961	5,547	7,116	10,517
Arkansas	2,308	2,059	3,413	4,807	11,400
California	91,359	79,858	82,147	80,271	74,686
Colorado	14,641	20,080	16,371	17,185	15,133
Connecticut	2,882	3,498	3,824	6,077	6,094
Delaware	2,866	2,402	1,809	2,366	2,235
District of Columbia	1,287	851	2,255	1,499	1,013
Florida	48,726	54,852	30,646	37,234	47,100
Georgia	11,764	11,264	13,047	7,733	24,209
Guam	615	967	731	365	410
Hawaii	6,067	6,032	6,575	6,154	6,229
Idaho	687	638	515	691	1,062
Illinois	18,861	19,764	53,705	17,071	67,156
Indiana	10,155	12,672	5,579	6,676	6,608
Iowa	18,241	23,789	30,171	34,808	36,786
Kansas	9,444	8,209	11,757	10,885	16,616
Kentucky	11,295	7,632	5,693	5,949	11,569
Louisiana	19,086	18,826	20,558	20,780	20,725
Maine	2,548	2,467	1,957	2,418	4,199
Maryland	28,582	26,677	27,165	34,527	36,250
Massachusetts	20,630	17,073	14,656	8,360	5,743
Michigan	78,849	109,745	127,938	84,087	80,217
Minnesota	15,631	15,246	7,863	7,446	7,750
Mississippi	17,330	19,319	20,111	18,223	17,124
Missouri	10,138	26,213	47,067	86,976	61,321
Montana	2,394	2,567	3,080	4,006	5,363
Nebraska	2,707	3,554	2,267	3,166	6,278
Nevada	4,342	4,328	3,833	3,571	3,132
New Hampshire	1,349	1,027	1,194	1,204	920
New Jersey	30,245	26,790	23,487	23,325	28,156
New Mexico	8,112	8,679	7,021	5,072	5,178
New York	53,521	50,262	52,119	56,612	57,462
North Carolina	22,935	24,565	22,879	25,094	31,825
North Dakota	1,788	1,378	1,027	1,179	2,233
Ohio	20,788	23,843	24,969	23,310	28,553
Oklahoma	23,131	22,995	17,716	20,473	21,163
Oregon	22,717	23,010	22,312	26,271	29,496
Pennsylvania	17,618	20,122	21,874	25,538	31,858
Puerto Rico	9,102	11,312	15,930	19,504	22,384
Rhode Island	2,737	2,827	2,832	3,466	4,275
South Carolina	6,660	15,031	12,833	10,421	12,038
South Dakota	4,012	2,540	4,158	3,993	6,420
Tennessee	9,793	9,734	13,732	13,950	13,332
Texas	9,970	4,119	1,425	7,432	72,275
Utah	19,622	19,478	19,305	19,621	12,070
Vermont	559	400	732	939	2,823

TABLE B-43.—TOTAL NUMBER OF ABSENT PARENTS LOCATED, BY STATE, FISCAL YEARS 1982-86—Continued

State	1982	1983	1984	1985	1986
Virgin Islands	103	84	189	538	572
Virginia	11,245	9,507	8,276	8,116	10,843
Washington	8,469	9,790	11,226	11,080	13,932
West Virginia	3,549	3,051	2,331	2,176	2,412
Wisconsin	12,874	12,939	13,558	15,567	15,602
Wyoming	1,287	1,419	792	1,494	1,640
Nationwide total	779,298	830,672	874,595	877,972	1,045,592

Source: Office of Child Support Enforcement, Feb. 10, 1987.

TABLE B-44.—TOTAL NUMBER OF PATERNITIES ESTABLISHED, BY STATE, FISCAL YEARS 1982-86

State	1982	1983	1984	1985	1986
Alabama	4,472	4,833	4,921	6,750	6,727
Alaska	98	105	90	84	252
Arizona	618	595	500	495	986
Arkansas	1,131	1,489	1,911	2,941	7,144
California	21,427	21,714	24,378	23,820	25,118
Colorado	1,154	1,033	1,187	1,426	1,451
Connecticut	4,397	4,563	4,363	4,622	4,579
Delaware	871	1,346	929	1,120	1,986
District of Columbia	941	811	471	583	664
Florida	8,870	10,679	15,741	14,452	14,358
Georgia	5,452	6,102	6,518	5,809	12,323
Guam	144	173	115	170	128
Hawaii	1,077	1,181	888	688	836
Idaho	34	84	205	383	299
Illinois	6,194	7,339	4,711	7,035	10,820
Indiana	3,853	3,036	6,859	5,149	3,580
Iowa	1,121	922	1,072	1,366	1,853
Kansas	978	682	404	325	528
Kentucky	2,453	2,986	2,774	3,315	3,425
Louisiana	3,273	3,195	3,180	4,235	4,234
Maine	595	604	554	809	570
Maryland	8,417	8,211	8,290	9,263	8,167
Massachusetts	3,429	3,766	3,841	5,208	2,438
Michigan	12,952	17,374	13,875	16,186	17,737
Minnesota	2,707	2,994	3,090	3,265	3,646
Mississippi	1,751	1,797	2,139	2,600	1,964
Missouri	424	17,522	17,046	14,423	10,208
Montana	56	37	33	54	120
Nebraska	335	410	449	430	461
Nevada	626	409	356	477	503
New Hampshire	64	30	52	13	76
New Jersey	9,647	10,616	11,739	13,853	13,731

TABLE B-44.—TOTAL NUMBER OF PATERNITIES ESTABLISHED, BY STATE, FISCAL YEARS 1982-86—Continued

State	1982	1983	1984	1985	1986
New Mexico	1,071	1,141	970	709	838
New York	12,751	15,884	17,403	16,595	16,929
North Carolina	7,071	7,368	7,185	9,307	10,014
North Dakota	284	440	488	530	830
Ohio	8,552	7,767	9,804	9,314	10,057
Oklahoma	1,132	1,811	562	590	430
Oregon	2,190	2,173	1,947	2,189	2,351
Pennsylvania	9,362	11,906	13,404	15,613	17,443
Puerto Rico	37	19	12	5	22
Rhode Island	333	451	549	244	98
South Carolina	1,413	2,552	3,879	3,479	2,538
South Dakota	159	172	227	300	426
Tennessee	5,913	6,592	6,217	6,863	7,021
Texas	1,862	1,085	769	833	900
Utah	1,229	1,546	1,669	1,418	1,103
Vermont	234	349	379	388	688
Virgin Islands	22	104	15	146	106
Virginia	2,463	2,351	1,990	1,962	2,039
Washington	1,474	1,700	1,905	2,187	2,018
West Virginia	521	467	378	223	194
Wisconsin	5,025	5,688	6,895	7,384	7,812
Wyoming	108	66	32	210	113
Nationwide total	172,767	208,270	219,360	231,838	244,882

Source: Office of Child Support Enforcement, Feb. 19, 1987.

TABLE B-45.—TOTAL NUMBER OF SUPPORT OBLIGATIONS ESTABLISHED, BY STATE, FISCAL YEARS 1982-86

State	1982	1983	1984	1985	1986
Alabama	5,978	6,766	11,615	17,781	11,476
Alaska	1,159	1,197	1,145	1,311	2,026
Arizona	3,014	3,069	2,145	2,761	2,587
Arkansas	3,121	3,519	4,666	5,698	12,704
California	56,402	54,598	56,528	54,310	54,651
Colorado	6,087	6,356	4,204	5,576	4,599
Connecticut	11,867	16,272	10,115	8,389	9,398
Delaware	2,415	1,709	1,406	1,953	3,669
District of Columbia	432	357	879	701	732
Florida	15,562	18,098	16,686	21,037	28,339
Georgia	7,631	9,551	9,894	8,687	12,323
Guam	98	132	81	146	105
Hawaii	2,476	3,351	3,297	3,234	2,434
Idaho	1,962	763	648	861	696
Illinois	14,995	22,850	19,198	20,819	19,455
Indiana	11,915	12,282	12,556	12,307	15,788

TABLE B-45.—TOTAL NUMBER OF SUPPORT OBLIGATIONS ESTABLISHED, BY STATE, FISCAL YEARS 1982-86—Continued

State	1982	1983	1984	1985	1986
Iowa	9,393	8,490	10,701	7,358	8,725
Kansas	2,587	1,636	1,823	1,800	1,896
Kentucky	3,914	4,826	6,181	6,048	7,507
Louisiana	8,502	9,483	23,617	21,419	15,155
Maine	3,388	3,374	3,657	4,093	4,891
Maryland	7,878	9,238	22,818	27,592	32,797
Massachusetts	16,785	9,196	9,806	11,950	13,715
Michigan	13,303	15,436	24,826	35,416	57,845
Minnesota	7,810	6,626	10,243	10,130	9,798
Mississippi	808	861	1,680	3,065	2,418
Missouri	2,335	12,110	25,053	51,918	38,520
Montana	377	486	625	881	955
Nebraska	832	875	737	662	1,147
Nevada	3,842	3,883	3,858	3,339	3,405
New Hampshire	107	2,060	425	387	424
New Jersey	25,447	28,481	32,484	37,724	29,300
New Mexico	3,478	4,290	3,672	3,044	2,691
New York	28,036	37,131	45,144	43,733	51,063
North Carolina	11,964	12,584	12,467	17,277	18,764
North Dakota	547	528	647	523	878
Ohio	11,310	8,461	14,475	14,080	15,680
Oklahoma	3,703	3,747	4,549	4,113	4,793
Oregon	6,004	6,989	5,323	5,830	4,635
Pennsylvania	75,106	71,041	73,671	99,619	108,188
Puerto Rico	7,817	9,623	12,385	12,764	12,427
Rhode Island	1,824	4,514	2,517	2,322	3,046
South Carolina	1,278	1,928	5,862	4,747	3,613
South Dakota	354	516	516	653	1,035
Tennessee	8,545	7,307	9,234	10,742	13,045
Texas	12,331	13,523	10,436	12,461	31,671
Utah	5,338	6,251	7,894	6,551	5,331
Vermont	1,049	1,436	1,465	2,671	2,152
Virgin Islands	186	142	462	886	541
Virginia	8,646	5,223	3,913	7,594	7,785
Washington	10,072	10,948	9,416	9,961	7,767
West Virginia	580	558	686	700	464
Wisconsin	11,190	11,306	14,656	18,860	20,685
Wyoming	348	317	325	458	522
Nationwide total	462,128	496,294	573,313	668,942	726,256

Source: Office of Child Support Enforcement, Feb. 19, 1987.

TABLE B-46.—FEDERAL INCOME TAX REFUND OFFSET PROGRAM COLLECTIONS, BY STATE, FISCAL YEARS 1982-86

[In thousands of dollars]

State	1982	1983	1984	1985	1986
Alabama	829	1,554	2,438	3,208	4,158
Alaska	113	211	302	364	730
Arizona		385	748	1,061	1,735
Arkansas	678	1,103	1,386	1,885	3,536
California	47,278	35,033	34,378	34,926	45,040
Colorado	1,318	3,016	2,771	2,392	3,096
Connecticut	6,589	4,455	4,193	4,223	5,696
Delaware	44	165	1,113	1,284	1,270
District of Columbia	586	566	694	746	761
Florida	47	1,979	2,932	3,937	5,782
Georgia	17	1,525	2,684	3,710	6,561
Guam		13	20	13	....
Hawaii	311	816	986	846	1,079
Idaho	1,492	1,183	1,199	1,203	1,428
Illinois	3,522	4,524	8,651	9,018	13,808
Indiana	1,278	4,939	8,537	8,975	11,780
Iowa	4,328	5,526	6,503	6,783	8,006
Kansas	2,685	2,525	2,634	2,904	3,460
Kentucky	2,168	1,165	2,043	2,298	3,099
Louisiana	1,426	1,536	1,958	2,487	4,443
Maine	664	1,844	2,114	2,126	2,483
Maryland	7,912	5,687	6,333	6,118	9,425
Massachusetts	2,139	3,324	2,992	4,224	4,759
Michigan	20,928	18,249	19,174	20,013	27,204
Minnesota	7,040	5,575	5,925	5,904	6,967
Mississippi	1,055	1,019	1,535	1,976	2,161
Missouri	6,467	4,288	4,607	4,849	7,124
Montana	177	431	610	857	1,151
Nebraska		501	784	1,204	1,240
Nevada	428	345	366	389	477
New Hampshire	474	756	545	662	1,346
New Jersey	9,348	9,458	10,232	11,449	13,831
New Mexico	206	533	702	1,315	1,719
New York	7,445	9,945	8,247	11,996	17,419
North Carolina	39	4,234	4,616	4,290	7,561
North Dakota	320	351	560	534	774
Ohio	649	2,885	5,145	7,229	8,705
Oklahoma	49	702	1,796	2,178	2,519
Oregon	7,069	3,782	3,520	3,566	5,479
Pennsylvania	2,304	6,112	13,567	13,549	17,430
Puerto Rico		1	22	13	....
Rhode Island	87	838	742	775	967
South Carolina	138	367	719	832	1,238
South Dakota	275	374	510	623	900
Tennessee	41	641	1,221	1,591	2,178
Texas		3,906	4,994	5,927	9,757

TABLE B-46.—FEDERAL INCOME TAX REFUND OFFSET PROGRAM COLLECTIONS, BY STATE, FISCAL YEARS 1982-86—Continued

[In thousands of dollars]

State	1982	1983	1984	1985	1986
Utah	3,635	2,539	2,558	2,764	2,992
Vermont	1,245	611	590	748	946
Virgin Islands					
Virginia	1,435	1,674	1,946	3,532	3,704
Washington	3,001	4,277	5,003	6,200	7,989
West Virginia	258	1,037	1,595	1,823	1,913
Wisconsin	8,340	6,265	5,102	7,973	9,597
Wyoming	165	221	191	280	387
Nationwide total	168,067	175,021	204,761	229,797	307,831

Source: Office of Child Support Enforcement, Feb. 19, 1987.

TABLE B-47.—IRS FULL COLLECTIONS MADE, BY STATE, FISCAL YEARS 1982-86

State	1982	1983	1984	1985	1986
Alabama	0	221	0	0	0
Alaska	0	0	0	0	1,140
Arizona	0	0	0	0	0
Arkansas	2,687	1,424	295	0	0
California	62,786	48,609	42,385	21,225	39,645
Colorado	11,862	832	1,738	3,412	22,664
Connecticut	15,282	25,390	8,523	7,232	5,246
Delaware	1,061	127	302	602	0
District of Columbia	0	0	0	0	0
Florida	1,803	1,188	2,956	0	0
Georgia	0	0	206	0	0
Guam	0	0	0	0	0
Hawaii	0	0	0	0	0
Idaho	15,570	6,515	6,526	65	6,634
Illinois	0	0	0	0	0
Indiana	1,000	303	8,612	−260	0
Iowa	8,547	10,863	5,027	4,574	0
Kansas	17,653	3,278	3,881	1,085	11,555
Kentucky	0	0	0	1,117	0
Louisiana	9,994	9,662	6,087	14,459	12,742
Maine	20,839	5,562	19,205	11,889	1,032
Maryland	6,657	17,472	5,836	1,009	6,921
Massachusetts	76,917	108,168	51,187	97,617	86,021
Michigan	0	0	0	0	0
Minnesota	925	21,310	11,608	1,159	13,250
Mississippi	0	0	0	0	0
Missouri	0	49,535	13,663	11,524	15,532
Montana	0	0	0	0	0
Nebraska	827	1,550	961	720	375
Nevada	0	0	12,459	4,016	819

TABLE B-47.—IRS FULL COLLECTIONS MADE, BY STATE, FISCAL YEARS 1982-86—Continued

State	1982	1983	1984	1985	1986
New Hampshire	0	1,628	1,283	4,695	0
New Jersey	0	870	689	8,438	4,080
New Mexico	13,373	15,530	9,940	4,970	2,874
New York	181,590	164,321	147,471	70,699	119,460
North Carolina	0	563	2,347	0	23,165
North Dakota	549	4,250	0	2,662	0
Ohio	23,862	4,324	1,485	272	4,078
Oklahoma	3,970	3,345	337	−447	452
Oregon	9,066	9,170	15,551	28,209	13,830
Pennsylvania	13,563	24,230	24,688	6,379	2,368
Puerto Rico	0	0	0	0	0
Rhode Island	0	1,265	700	200	0
South Carolina	0	0	2,983	2,794	2,452
South Dakota	185	1,084	299	286	0
Tennessee	0	0	0	92	22,223
Texas	33,642	15,908	17,909	18,607	14,097
Utah	1,191	204	0	5,700	7,669
Vermont	1,068	2,357	1,316	0	0
Virgin Islands	0	0	0	0	0
Virginia	2,351	9,463	680	2,275	5,772
Washington	16,038	6,979	3,687	20,079	41,170
West Virginia	5,106	2,684	2,765	200	100
Wisconsin	0	0	0	0	0
Wyoming	4,308	2,383	309	198	1,652
Nationwide total	564,272	582,567	435,896	360,753	489,018

Source: Office of Child Support Enforcement, Feb. 19, 1987.

TABLE B-48.—UNEMPLOYMENT COMPENSATION INTERCEPT COLLECTIONS, BY STATE, FISCAL YEARS 1982-86

State	1982	1983	1984	1985	1986
Alabama					
Alaska		17,642	85,796	210,213	346,453
Arizona		27,027	36,886	39,486	73,727
Arkansas			4,537	31,701	106,609
California			1,420,854	10,438,317	8,445,799
Colorado		1,984	43,643	105,141	122,159
Connecticut			101,562	133,519	185,551
Delaware			10,010	12,528	39,100
District of Columbia		105	29,925	57,990	127,282
Florida			14,684	53,106	44,772
Georgia		9,457	101,427	120,451	74,227
Guam					
Hawaii		67,616	67,193	51,138	69,941
Idaho		129,305	87,112	96,363	283,510

TABLE B-48.—UNEMPLOYMENT COMPENSATION INTERCEPT COLLECTIONS, BY STATE, FISCAL YEARS 1982-86—Continued

State	1982	1983	1984	1985	1986
Illinois		830,545	645,676	605,070	546,486
Indiana		142,899	158,061	171,888	163,673
Iowa		332,241	495,190	622,102	249,316
Kansas		94,956	267,579	362,947	522,670
Kentucky		6,893	58,791	89,667	67,378
Louisiana				76,260	391,392
Maine		53,316	148,083	152,715	154,728
Maryland	125,995	1,044,485	734,115	935,290	5,400
Massachusetts					
Michigan					2,188,664
Minnesota		659,448	471,865	715,530	835,249
Mississippi					
Missouri	110,600	584,475	565,786	733,792	826,940
Montana		55,061	115,395	161,306	201,196
Nebraska		34,570	67,480	135,855	240,359
Nevada			4,971	51,920	49,651
New Hampshire					
New Jersey		2,949	584,938	1,062,710	1,508,933
New Mexico				1,800	18,268
New York		1,248,302	1,096,982	1,391,587	1,250,069
North Carolina			7,815	34,734	24,806
North Dakota			6,959	12,108	24,528
Ohio			42,389	93,650	202,665
Oklahoma			5,996	38,555	53,669
Oregon		496,928	506,905	661,770	628,677
Pennsylvania		5,017,265	4,892,050	4,620,459	5,208,338
Puerto Rico			1,477		
Rhode Island		856	1,361	112	12,544
South Carolina		455	2,696	1,850	
South Dakota	2,478	19,910	7,910	8,516	37,665
Tennessee			265	1,327	1,436
Texas			1,299	12,512	43,652
Utah	142,026	843,920	381,569	436,115	564,101
Vermont				14,717	30,386
Virgin Islands					325
Virginia		179,848	129,922	64,143	13,785
Washington	150,616	1,381,346	1,093,948	1,154,212	963,225
West Virginia				26,207	49,008
Wisconsin					989,805
Wyoming			2,153	5,276	23,670
Nationwide total	531,715	13,283,804	14,503,255	25,806,655	28,011,787

Source: Office of Child Support Enforcement, Feb. 19, 1987.

TABLE B-49.—FULL TIME EQUIVALENT STAFF EMPLOYED AS OF SEPTEMBER 30, 1986, BY STATE

State	State and local IV-D agency	Under cooperative / purchase of service agreements	Total
Alabama	196	138	334
Alaska	86	0	86
Arizona	136	162	298
Arkansas	106	114	220
California	3,138	376	3,514
Colorado	250	93	343
Connecticut	150	249	399
Delaware	77	40	117
District of Columbia	127	0	127
Florida	691	552	1,243
Georgia	296	145	441
Guam	13	2	15
Hawaii	62	86	148
Idaho	76	3	79
Illinois	600	446	1,046
Indiana	97	281	378
Iowa	103	112	215
Kansas	223	57	280
Kentucky	281	126	407
Louisiana	423	348	771
Maine	166	0	166
Maryland	551	422	973
Massachusetts	344	297	641
Michigan	199	735	934
Minnesota	455	124	579
Mississippi	225	0	225
Missouri	265	256	521
Montana	43	6	49
Nebraska	86	90	176
Nevada	51	65	116
New Hampshire	79	0	79
New Jersey	542	1,086	1,628
New Mexico	96	0	96
New York	2,269	692	2,961
North Carolina	517	75	592
North Dakota	13	43	56
Ohio	492	626	1,118
Oklahoma	96	93	189
Oregon	66	304	370
Pennsylvania	80	1,527	1,607
Puerto Rico	116	155	271
Rhode Island	60	22	82
South Carolina	190	1	191
South Dakota	55	4	59
Tennessee	65	269	334

TABLE B-49.—FULL TIME EQUIVALENT STAFF EMPLOYED AS OF SEPTEMBER 30, 1986, BY STATE—Continued

State	State and local IV–D agency	Under cooperative / purchase of service agreements	Total
Texas	497	8	505
Utah	237	21	258
Vermont	45	6	51
Virgin Islands	28	1	29
Virginia	464	18	482
Washington	443	154	597
West Virginia	120	3	123
Wisconsin	352	235	587
Wyoming	16	9	25
Nationwide total	15,655	9,340	27,131

Source: Office of Child Support Enforcement, Feb. 19, 1987.

APPENDIX A

DESCRIPTION OF SELECTED CHILD SUPPORT GUIDELINES [1]

There are three predominant types of guidelines that are being adopted by states.

Flat Percentage Guideline. This simplest type of guideline sets child support as a percentage of obligor income, with the percentages varying according to the number of children. Some percentage guidelines are based on gross (before tax) income whereas others are based on net income (after mandatory deductions). A flat percentage guideline does not consider custodial parent income or make separate provision for child care or extraordinary medical expenses. With the recent exception of the Wisconsin Percentage of Income Standard, a flat percentage guideline does not adjust for shared or split physical custody, or for the presence of children subsequently born to the obligor.

The Wisconsin Percentage of Income Standard may be the most well known of the flat percentage guidelines. It sets child support at 17 percent of obligor gross income for one child, 25 percent for two children, 29 percent for three, and 31 percent for four. The Wisconsin standard has added special adjustments for shared physical custody and for multiple family obligations.

The Minnesota Child Support Guidelines represent a modified flat percentage approach based on net obligor income. Above $1,000 per month obligor net income, support is set at 25 percent of net income for one child, 30 percent for two children, 35 percent for three, and 39 percent for four. At lower income levels, the percentages are set lower. Thus, for one child, the percentage starts at 14 percent at $400 per month obligor net income and increases until reaching 25 percent at $1,000 per month. Unlike the Wisconsin Standard, there are no adjustments for shared physical custody, multiple family responsibilities, or any other factors.

Illinois also has a flat percentage guideline based on net obligor income.

Income Shares Model. The Income Shares model was developed by the Child Support Guidelines staff using the best available economic evidence on child rearing expenditures. The Income Shares model is based on the concept that the child should receive the same proportion of parental income he or she would have received if the parents lived together. The child support computation involves three basic steps:

(1) Income of the parents is determined and added together.

(2) A basic child support obligation is computed based on the combined income of the parents. This obligation represents the amount estimated to have been spent on the children jointly by the parents if the household were intact. The estimated amount, in turn, is derived from economic data on household expenditures on children. A total child support obligation is

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[1] Prepared by Robert G. Williams, Principal Investigator, Child Support Guidelines Project, Policy Studies Inc. Denver, Colorado—February 11, 1987.

computed by adding actual expenditures for work-related child care expenses and extraordinary medical expenses.

(3) The total obligation is pro-rated in proportion to each parents' income. The custodial parent retains his or her share to spend directly on the child. The non-custodial parent's share is payable as child support.

The Income Shares model has been specified in both net income and gross income versions. It incorporates a self-support reserve for the obligor, under which the formula is not applied in determining child support until an obligor's income exceeds the poverty level.

The Colorado Child Support Guideline has been implemented by statute and is based on gross income of the parents. It has adjustments for shared and split custody. The New Jersey Child Support Guidelines have been adopted by Supreme Court Rule and are based on net income of the parents.

The Income Shares model has been adopted in Maine, Michigan, Nebraska, and Vermont, as well as in Colorado and New Jersey. It has been recommended for adoption in Arizona, Missouri, New Mexico, and South Carolina.

Delaware Melson Formula. The Melson Formula is based on three key principles.

(1) Parents are entitled to retain sufficient income for their most basic needs to facilitate continued employment. Thus, only income above a self support reserve, normally $450 per month, is counted in setting child support (a discretionary minimum order is set if the obligor has less than $450 monthly income).

(2) Above the self-support reserve, all parental income is next allocated to the primary support needs of the children. In most cases, these are set at $180 per month for the first child, $135 per month each for the second and third, and $90 per month each for the fourth, fifth, and sixth. Added to primary support needs are actual child care and extraordinary medical expenses. These primary support needs are pro-rated between the parents based on their available income (after deduction of the self-support reserve).

(3) After deduction of the self-support reserve and payment of the pro-rata share of children's primary support needs, 15 percent of the obligor's remaining income is allocated to additional child support for the first child, 10 percent each for the second and third, and 5 percent each for the fourth, fifth, and sixth. This additional child support is termed a standard of living allowance.

Total child support is determined by adding the obligor's proportionate share of primary support together with the standard of living allowance.

The Delaware Melson Formula has been used statewide since 1979. The Delaware Formula also has adjustments for shared physical custody and split custody arrangements. A version of the Delaware Melson Formula has been recommended for adoption in Maryland.

The Hawaii Child Support Guidelines are an adaptation of the Delaware Melson Formula. Adopted by court rule in October 1986, the Hawaii Guidelines are based on gross income of the parents and incorporate several minor modifications to the Delaware formula.

Case Examples and Graphs. Attached are several representative case examples showing results obtained from five guidelines: Minnesota and Wisconsin (flat percentage approaches); Colorado and New Jersey (Income Shares models); and Hawaii (Delaware Melson approach).

Also attached are graphs depicting child support as a percentage of obligor net income for each of the five guidelines. These graphs show results for two children across a range of obligor net income under three assumptions: obligee has zero income, obligee has half as much income as the obligor, and obligee has the same income as the obligor. The graphs depict child support in the absence of child care and extraordinary medical expenses. Actual child care and extraordinary medical expenses would be added to the child support amounts shown for the Colorado, Hawaii, and New Jersey, but not to amounts shown for Minnesota and Wisconsin.

CASE EXAMPLES

Fact Pattern #1
Basic Case with Child Care Expenses

Situation. Mother and Father are divorced. Father lives alone; Mother and the parties' two children, aged three and five, live together. Father has a gross monthly income of $1,600 and a net monthly income of $1,252 prior to deduction of state taxes. Father also pays union dues of $30 per month and provides health insurance for the children at $25 per month.

Mother has a gross monthly income of $1,200; monthly net of $1,043. Mother incurs employment-related child care expense of $150 per month.

Child Support Orders

	Dollars Per Month
Colorado	$425.43
Hawaii	$362.76
Minnesota	$358.15
New Jersey	$427.05
Wisconsin	$400.00

Fact Pattern #2
Low Income Case

Situation. Father has gross monthly income of $900, net monthly income of $801 (before deduction of state taxes). The two children, aged two and four, live with the mother. Mother does not work and receives an AFDC grant of $272 for herself and the two children, plus a Food Stamp allotment of an additional $117 per month. Neither the AFDC grant nor Food Stamps are counted as income under these guidelines, however.

Child Support Orders

	Dollars Per Month
Colorado	$286.00
Hawaii	$350.00
Minnesota	$186.18
New Jersey	$281.75
Wisconsin	$225.00

Fact Pattern #3
High Income Case

Situation. Father and Mother are divorced. Father lives alone; Mother and the parties' two children, aged 12 and 14, live together. Father has monthly gross income of $4,583; monthly net of $3,193 (prior to deduction of state taxes). Mother has a monthly gross of $1,500; monthly net of $1,277.

Child Support Orders

	Dollars Per Month
Colorado	$820.77
Hawaii	$906.27
Minnesota	$900.99
New Jersey	Court Discretion
Wisconsin	$1,145.75

Fact Pattern #4
Joint Custody

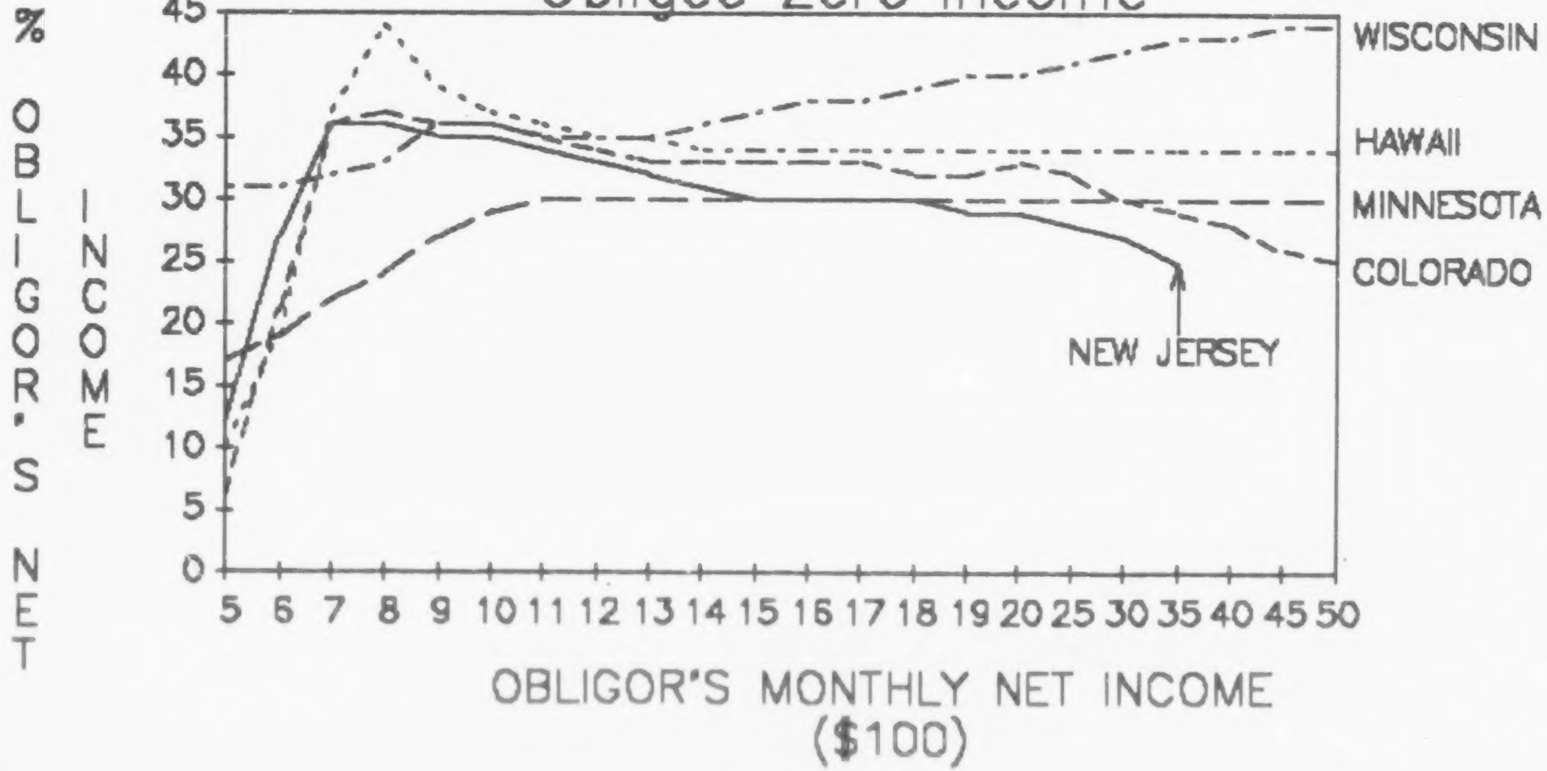
Situation. Mother and Father share joint legal custody of their 14 year-old child. They also share physical custody on a fifty-fifty rotating basis. Father has monthly gross income of $900. Mother has monthly gross income of $2,200. (The parents have agreed that Mother will take the tax exemption for the child.)

Child Support Orders

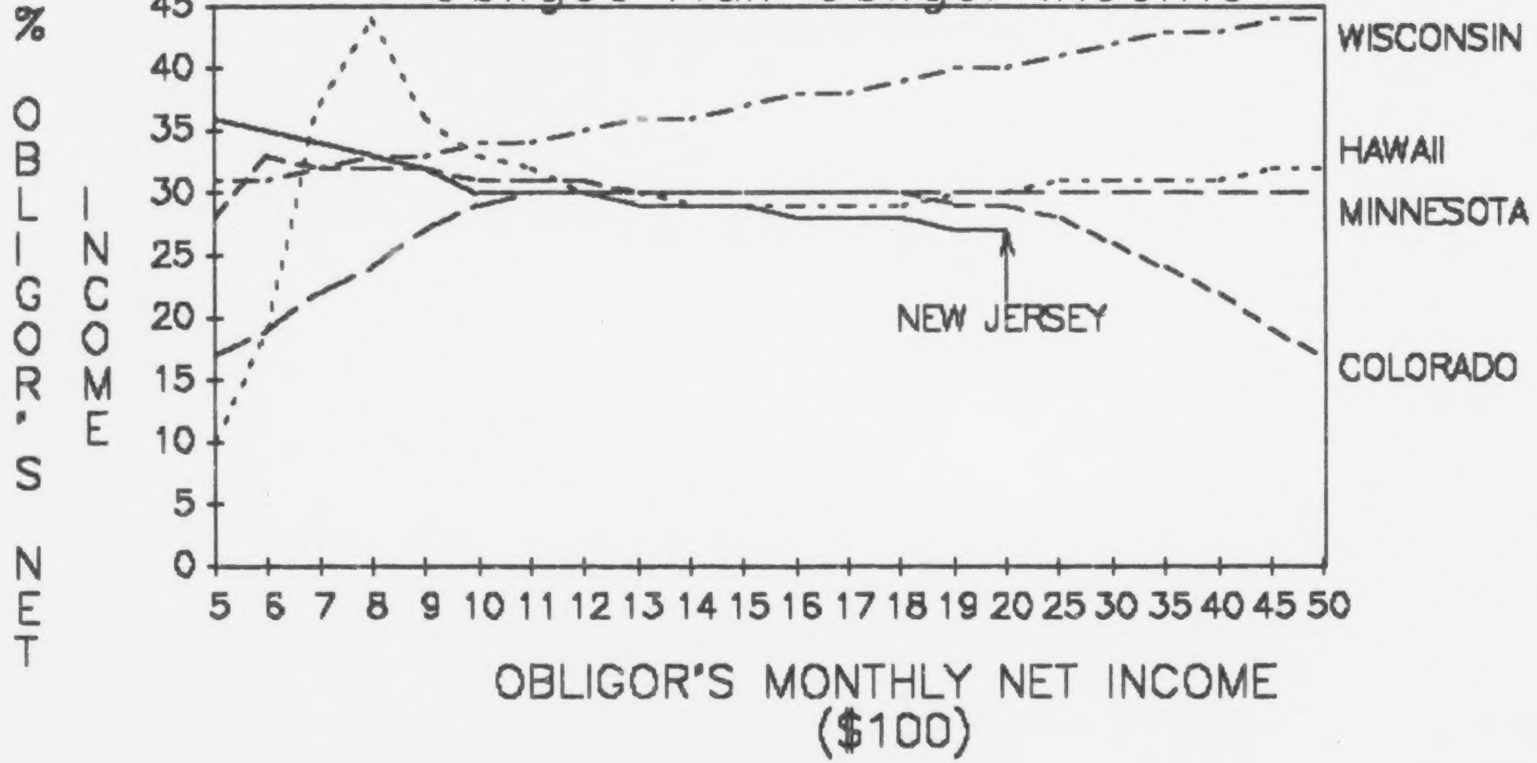
	Dollars Per Month
Colorado	$94.71*
Hawaii	$142.76
Minnesota	Court Discretion
New Jersey	Court Discretion
Wisconsin	$110.50

*Will increase to $142.07 under pending legislation.

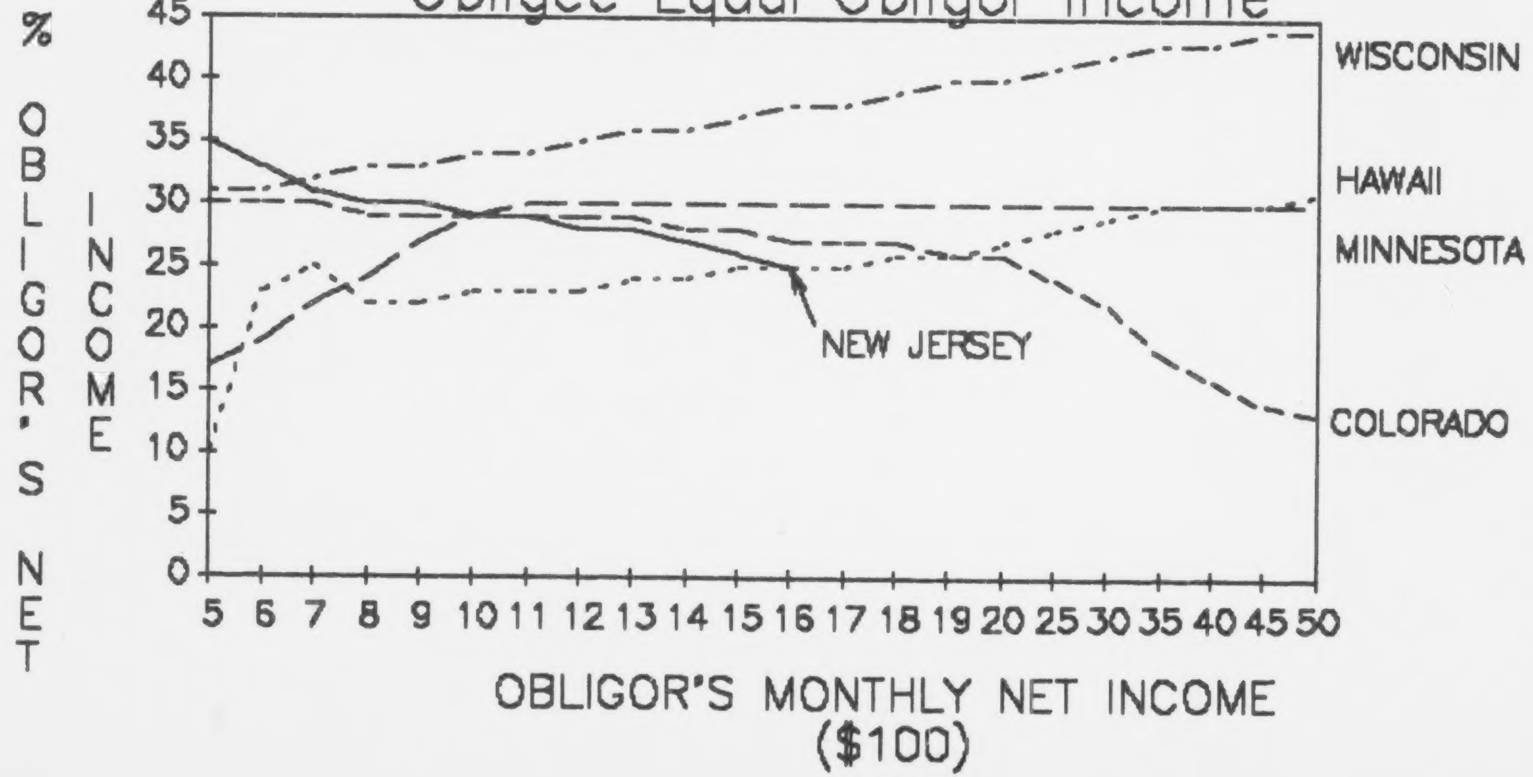
CHILD SUPPORT FORMULAS—TWO CHILDREN
Obligee Zero Income



CHILD SUPPORT FORMULAS—TWO CHILDREN
Obligee Half Obligor Income



CHILD SUPPORT FORMULAS—TWO CHILDREN
Obligee Equal Obligor Income



APPENDIX B

EXCERPTS FROM CHILD SUPPORT AND ALIMONY—1983

BUREAU OF THE CENSUS [1]

Child Support and Alimony: 1983 (Supplemental Report)

(Advance data on child support, alimony, and property settlements were issued in July 1985 in Current Population Reports, Series P-23, No. 141)

HIGHLIGHTS

- As of spring 1984, 8.7 million mothers were living with children under 21 years of age whose fathers were not living in the household; 58 percent or about 5.0 million of these women were awarded or had an agreement to receive child support payments for their children as of the survey date.
- Of the 5.0 million women awarded child support, 4.0 million were supposed to receive child support for their children in 1983. (The remaining mothers awarded payments were not due them in 1983.) Of those due payment, about half received the full amount they were due. Of the remaining women, there was no evidence of a difference between the proportion receiving partial payment and those receiving no payment at all—about 26 percent and 24 percent, respectively.
- The child support award rate reported in 1984 (58 percent) was not significantly different from that of 1982. However, the proportion of women receiving payments in 1983 (76 percent) increased slightly over that of the previous survey (72 percent).
- The proportion of women awarded child support payments in 1984 was higher for Whites (67 percent) than for Blacks (34 percent) or those of Spanish origin (41 percent). (The percent difference between Black women and those of Spanish origin was not statistically significant.)
- Women with 4 or more years of college were more likely to have been awarded support payments (71 percent) than women with 4 years of high school (61 percent). There was also some evidence that women with a high school education (77 percent) were less likely to receive child support payments than women with 4 or more years of college (84 percent).
- The average (mean) amount of child support received in 1983 was $2,340.[1] After adjusting for the increase in consumer prices, average child support payments showed no significant change from the 1981 level of $2,110.
- Of the 2.9 million women below the poverty level with children present from an absent father in 1984, about 43 percent were awarded child support.
- Only about 916,000 women below the poverty level were due payments in 1983, and 62 percent of these women received full or partial payment. Their average payment amount was $1,430.
- Only about 14 percent of the 17.4 million ever-divorced or currently separated women as of spring 1984 were awarded or had an agreement to receive alimony or maintenance payments.
- The average amount of alimony received by women in 1983 was $3,980. After adjusting for inflation, this figure showed no significant change from the 1981 level of $3,000.
- In spring 1984, about 37 percent of the 14.8 million women who had ever been divorced reported receiving some form of property settlement.

INTRODUCTION

The concern has continued over the financial situation of women and their children after divorce and separation and over the situation of never-married mothers.[2] This concern is in large part due to the low average incomes and accompanying high incidence of poverty among families with female householders and no husband present.[3] The demand from both public and private concerns has correspondingly continued for data on the economic situation of women and children after marital dissolution and of never-married mothers.

This report presents information on both the award and actual receipt of child support to women on behalf of their children and on alimony for their own support. Additional data concerning receipt and type of property settlement following divorce is provided for ever-divorced women.

The Bureau of the Census, under the joint sponsorship with the Department of Health and Human Services, first conducted a survey specifically designed to obtain data on child support and alimony in the spring of 1979. The survey, with minor modifications, was conducted again in both the spring of 1982 and 1984 by the Bureau of the Census and sponsored, in part, by the Office of Child Support Enforcement (OCSE), Department of Health and Human Services. Data from the 1979 and 1982 surveys were presented in Current Popula-

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[1] Mean income figures in the text are rounded to the nearest $10.

[2] In 1984, such concern culminated in the enactment of amendments to the child support enforcement legislation. These amendments, provisions of which were to take effect prior to 1986, strengthen currently existing enforcement regulations and add new sanctions for nonpayment of support. See the "Child Support Enforcement Amendments of 1984," Pub. L. No. 98-378, 98 Stat. 1305, 42 USC Sections 601 et seq. (1984).

[3] For example, in 1983 of families with children under 18, those with a female householder and no husband present had average incomes of $11,730 with a poverty rate of 47 percent, compared with $31,520 and 11 percent for all other families. Income figures for families can be found in table 28 of Current Population Reports, Series P-60, No. 146; poverty rates in table 18 of Current Population Reports, Series P-60, No. 147.

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[1] Current Population Reports, Special Studies, Series P-23, No. 148.

tion Reports, Series P-23, Nos. 112 and 140, respectively.[4] Findings from the 1984 survey are presented in this report.

RECIPIENCY OF CHILD SUPPORT, ALIMONY, AND PROPERTY SETTLEMENTS

As of spring 1984, there were 8.7 million mothers 18 or older living with one or more children under 21 years of age but whose fathers were not living in the household. (See table A.) About 5.0 million of the mothers (58 percent) were

Table A. Award and Recipiency Status of Women—Child Support and Alimony Payments for all Women and for Women Below the Poverty Level in 1983 and 1981

(Women as of spring 1984 and 1982. Child support payments for women with own children under 21 years of age present from absent fathers; alimony payments for ever-divorced or currently separated women)

Year, award and recipiency status	Child support payments		Alimony payments	
	Number (thous.)	Percent distribution	Number (thous.)	Percent distribution
ALL WOMEN				
1983				
Total	8,690	100.0	17,392	100.0
Awarded[1]	5,015	57.7	2,416	13.9
Supposed to receive payments in 1983	3,995	46.0	791	4.5
Not supposed to receive payments in 1983	1,020	11.7	1,625	9.3
Not awarded[1]	3,675	42.3	14,976	86.1
Supposed to receive payments in 1983	3,995	100.0	791	100.0
Actually received payments	3,037	76.0	608	76.9
Received full amount	2,018	50.5	416	52.6
Received partial amount	1,019	25.5	192	24.3
Did not receive payments	958	24.0	183	23.1
1981				
Total	8,387	100.0	16,996	100.0
Awarded[2]	4,969	59.2	2,534	14.9
Supposed to receive payments in 1981	4,043	48.2	782	4.6
Not supposed to receive payments in 1981	926	11.0	1,752	10.3
Not awarded[2]	3,417	40.7	14,462	85.1
Supposed to receive payments in 1981	4,043	100.0	782	100.0
Actually received payments	2,902	71.8	527	67.4
Received full amount	1,888	46.7	340	43.5
Received partial amount	1,014	25.1	187	23.9
Did not receive payments	1,140	28.2	255	32.6
WOMEN BELOW THE POVERTY LEVEL				
1983				
Total	2,898	100.0	3,788	100.0
Awarded[1]	1,231	42.5	352	9.3
Supposed to receive payments in 1983	916	31.6	117	3.1
Not supposed to receive payments in 1983	315	10.9	235	6.2
Not awarded[1]	1,667	57.5	3,436	90.7
Supposed to receive payments in 1983	916	100.0	117	100.0
Actually received payments	568	62.0	71	60.7
Did not receive payments	348	38.0	46	39.3
1981				
Total	2,566	100.0	3,548	100.0
Awarded[2]	1,018	39.7	381	10.7
Supposed to receive payments in 1981	806	31.4	146	4.1
Not supposed to receive payments in 1981	212	8.3	235	6.6
Not awarded[2]	1,547	60.3	3,167	89.3
Supposed to receive payments in 1981	806	100.0	146	100.0
Actually received payments	495	61.4	81	55.5
Did not receive payments	311	38.6	65	44.5

[1] Award status as of spring 1984. [2] Award status as of spring 1982.

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[4] For a comparison of the 1982 and 1979 surveys, see Current Population Reports, Series P-23, No. 140, the section entitled "Changes in the Survey".

awarded or had agreements to receive child support for their children. About 46 percent of those awarded child support had health insurance included as part of the award. (See table 2.)

Only 4.0 million of those awarded child support for their children were supposed to receive payments in 1983. The remaining 1.0 million had been awarded child support but were not supposed to receive payments in 1983 for a variety of reasons, such as awarding of payments after the 1983 income year, death of a previous spouse, or presence of children past the age of eligibility for payments.

A substantial portion of the 8.7 million women with children from an absent father were never awarded support payments for their children. That is, 3.7 million mothers, or about 4 in every 10, were totally dependent for the support of their children on sources other than the children's father. The majority of mothers without awards wanted child support for their children (65 percent) but were unable to obtain it. (See table B.) Only about one-fourth of mothers without awards reported they did not want child support for their children. For another 6 percent of the women, awards were pending. The remaining women (3 percent) had joint custody or accepted a property settlement in lieu of child support. Overall, the proportion of women without awards in 1984 showed no statistically significant change from those reporting in 1982.

Many of the women who were awarded child support payments did not receive the full amount that they were due. Of the 4.0 million women awarded and due child support payments in 1983, 76 percent received some amount of payment, showing some evidence of an increase over the 1981 rate (72 percent). Mothers were more likely to actually receive payments for their children when health insurance was also included in the award (85 percent) than when it was not (68 percent). (See table 1.) For those women who received payments irregularly or not at all, the main reason reported was the refusal of the father to pay. (See table 4.)

The magnitude of non-receipt of child support payments can best be demonstrated by observing the situation of all women with children present from absent fathers who either wanted or were due child support. There were about 2.6 million mothers as of the survey date without awards who wanted but did not receive child support for their children (excluding those women who either did not want payments, who had joint custody, or who accepted a property settlement instead). Another 1.0 million mothers did not receive payments, of the 4.0 million who were awarded and due child support in 1983. Combining these two groups, there were 6.6 million mothers either wanting or due child support payments for their children, with only 46 percent of them actually receiving any amount of payment.

Of the women who did receive child support for their children in 1983, the mean amount of payment was $2,340, about 18 percent of their average total money income. The corresponding average in 1981 was $2,110. (See tables C and D.) After adjusting for inflation over the period from 1981, the 1983 average child support payment did not change

Table B. Child Support Award Status and Reason for Non-Award, by Selected Characteristics of Women

(Women with own children under 21 years of age present from absent fathers as of spring 1984)

Characteristic	Total (thous.)	Not awarded child support payments				
		Total (thous.)	Reason for non-award (percent)			
			Final agreement pending	Property settlement or joint custody in lieu	Did not want award	Wanted but could not obtain award[1]
Total	8,690	3,675	6.1	3.2	25.8	65.0
Current marital status[2]:						
Married[3]	2,129	516	4.5	5.4	40.5	49.8
Divorced	3,204	761	4.9	8.1	22.9	64.1
Separated	1,451	858	17.5	0.5	17.8	64.2
Never married	1,854	1,526	0.9	1.2	26.7	71.1
Race and Spanish origin:						
White	6,183	2,045	8.8	4.9	29.8	56.5
Black	2,341	1,553	2.8	0.9	19.8	76.4
Spanish origin[4]	790	467	7.1	0.2	28.3	64.5
Year of divorce or separation[5]:						
1980 and later	3,009	1,079	16.2	5.0	21.5	57.2
1975 to 1979	2,079	483	4.3	5.4	24.8	65.6
1970 to 1974	1,104	330	2.1	3.9	30.3	63.6
Before 1970	645	256	2.3	1.2	34.4	62.5

[1] Agreement not sought or reached because of inability to locate father, establish paternity, or some other reason.
[2] Excludes a small number of currently widowed women whose previous marriage ended in divorce.
[3] Remarried women whose previous marriage ended in divorce.
[4] Women of Spanish origin may be of any race.
[5] Excludes never married women.

Table C. Selected Characteristics of Women, by Child Support Recipiency and Amount Received in 1983

(Women with own children under 21 years of age present from absent fathers as of spring 1984)

Characteristic			Supposed to receive child support in 1983			
				Actually received child support in 1983		
	Total (thous.)	Percent awarded child support payments	Total (thous.)	Percent	Mean child support payments	Mean total money income
All women	8,690	57.7	3,995	76.0	$2,341	$13,132
Current marital status:						
Married[1]	2,129	75.8	1,226	71.9	2,164	11,602
Divorced	3,204	76.2	2,092	76.4	2,491	14,986
Separated	1,451	40.9	434	87.1	2,682	11,207
Widowed[2]	53	(B)	24	(B)	(B)	(B)
Never married	1,854	17.7	219	75.8	1,132	7,257
Race and Spanish origin:						
White	6,183	66.9	3,389	77.1	2,475	13,534
Black	2,341	33.7	534	69.3	1,465	10,188
Spanish origin[3]	790	40.9	252	62.7	1,839	10,067
Educational attainment:						
Less than 12 years	2,247	42.4	707	66.1	1,535	7,637
High school: 4 years	4,201	61.2	2,056	76.5	2,159	12,351
College: 1 to 3 years	1,508	64.1	784	79.2	2,332	14,169
4 years or more	734	71.3	447	84.1	4,118	21,520
Number of own children from an absent father:						
One child	4,437	56.3	1,930	77.6	1,779	12,524
Two children	2,797	61.8	1,466	74.5	2,782	14,204
Three children	1,008	57.4	459	72.3	2,943	12,146
Four children or more	448	46.2	139	83.5	3,705	13,698
Age:						
18 to 29 years	3,077	43.6	1,071	72.9	1,723	9,142
30 to 39 years	3,316	68.6	1,947	78.4	2,356	13,545
40 years and over	2,298	60.9	976	74.8	2,968	16,534
Residence:						
Inside metropolitan areas	6,250	55.7	2,735	76.7	2,527	14,123
In central cities	3,204	48.0	1,167	73.4	2,288	13,820
Outside central cities	3,046	63.8	1,568	79.3	2,691	14,331
Outside metropolitan areas	2,440	62.8	1,260	74.4	1,924	10,914
Tenure:						
Owner occupied	4,090	67.2	2,179	79.6	2,591	14,627
Renter occupied	4,477	48.8	1,757	71.6	2,018	11,256
Occupier paid no cash rent	123	65.0	59	(B)	(B)	(B)
Region:						
Northeast	1,686	50.2	691	78.6	2,323	13,383
Midwest	2,068	68.9	1,077	72.0	2,527	13,327
South	3,135	54.6	1,409	80.3	2,272	12,926
West	1,801	57.2	817	72.0	2,241	13,037
Occupation of longest job in 1983:						
Total[4]	5,910	63.8	3,091	78.6	2,385	15,066
Managerial and professional specialty	1,079	69.5	624	81.3	2,935	21,142
Technical, sales, and admin. support	2,542	67.4	1,411	81.4	2,515	15,219
Service	1,338	55.4	597	70.9	1,868	9,653
Farming, forestry, and fishing	52	(B)	25	(B)	(B)	(B)
Precision production, craft, and repair	147	68.7	83	75.9	(B)	(B)
Operators, fabricators, and laborers	753	57.9	350	76.3	1,792	12,526
Type of income in 1983:						
With earnings	5,903	63.7	3,083	78.7	2,387	15,086
With other income[5]	4,579	72.9	2,861	84.8	2,387	15,086
With government transfer payments	1,290	60.3	604	71.7	1,895	10,704
With other unearned income	3,554	76.1	2,344	86.7	2,528	15,916
Without other income	1,324	32.0	223	(X)	(X)	(X)
Without earnings[5]	2,787	45.0	911	67.2	2,158	5,388
With government transfer payments	1,742	38.3	472	58.3	1,492	6,390
With other unearned income	838	72.1	491	80.9	2,492	6,047

B Base less than 75,000. X Not applicable.

[1] Remarried women whose previous marriage ended in divorce. [2] Widowed women whose previous marriage ended in divorce.

[3] Women of Spanish origin may be of any race. [4] Excludes women whose longest job was in the Armed Forces.

[5] Detail does not add to total because some women may have more than one or none of the specified type.

Table D. Comparison of Mean Child Support and Alimony Payments Received by Women in 1983 and 1981, by Selected Characteristics

Characteristic	Mean child support			Percent change, child support in 1983 dollars	Mean alimony			Percent change, alimony in 1983 dollars
		1981				1981		
	1983	1983 dollars	Current dollars		1983	1983 dollars	Current dollars	
Total	$2,341	$2,307	$2,106	1.5	$3,976	$3,286	$3,000	21.0
Current marital status[1]:								
Married[2]	2,164	2,091	1,909	3.5	(B)	(B)	(B)	(X)
Divorced	2,491	2,431	2,220	2.5	4,450	3,292	3,006	*35.2
Separated	2,682	2,600	2,374	3.2	3,233	3,605	3,291	-10.3
Never-married	1,132	1,112	1,015	1.8	(X)	(X)	(X)	(X)
Race and Spanish origin:								
White	2,475	2,388	2,180	3.6	4,292	3,330	3,040	28.9
Black	1,465	1,796	1,640	*-18.4	(B)	(B)	(B)	(X)
Spanish origin[3]	1,839	2,265	2,068	-18.8	(B)	(B)	(B)	(X)
Educational attainment:								
Less than 12 years	1,535	1,837	1,677	**-16.4	(B)	1,910	1,744	(X)
High school: 4 years	2,159	2,091	1,909	3.2	3,015	2,610	2,383	15.5
College: 1 to 3 yrs	2,332	2,529	2,309	-7.8	4,968	4,568	4,171	8.8
4 years or more	4,118	3,383	3,089	21.7	5,096	4,867	4,444	4.7

B Base less than 75,000.
X Not applicable.
*Significant between the 90- and 95-percent confidence levels.
**Significant at the 95-percent confidence level.
[1] Excludes a small number of currently widowed women whose previous marriage ended in divorce.
[2] Remarried women whose previous marriage ended in divorce.
[3] Women of Spanish origin may be of any race.

significantly. During both years, child support payments as a percentage of the average income of men ($18,110 in 1983 and $16,520 in 1981) did not change significantly.[8]

In general, women who received support payments for their children tended to be better off financially than women who did not receive payments. On average, the total money income of women due payments but not receiving them ($8,430) was below the mean income of women receiving payments ($13,130). (See figure 1.) These averages differed by an amount greater than the mean child support payment. The mean income for women not awarded payments ($7,390) was lower than the average income of those who were due payments, whether or not the payments were actually received, and was also lower than the average income of all women over the age of 18 ($9,037).[9]

In addition, the economic situation of the woman's family tended to be better for women receiving payments, although influenced greatly by the type of family in which she lived. Of the 4.0 million families with women due child support, the average family income of those receiving payments was $23,360, compared with $18,540 for those in which women did not receive payments due for their children. (See table 5.) Of these 4.0 million families, 2.6 million (or 66 percent) were families with female householders and no husband present. Families with female householders had much lower average incomes, whether or not child support was received. When child support was received, their total income averaged $16,600 compared with $37,340 for all other families. If child support due was not received, the average income for families with female householders was only $10,820, compared with $30,140 for all other families.

Very few of the women eligible for alimony or maintenance payments were awarded them, and those receiving payments were likely to have higher income than those who did not. There were 17.4 million ever-divorced or currently separated women as of spring 1984. Only about 2.4 million, or 14 percent, were awarded (or had an agreement to receive) alimony or maintenance payments; the remaining 86 percent were never awarded payments. (See table A.) About 791,000 women awarded payments were supposed to receive them in 1983. The recipiency rate for these women in 1983 (77 percent) was up from 1981 (67 percent).

The average alimony or maintenance payment for women recipients in 1983 was $3,980, or about 22 percent of their average total money income. After adjusting for inflation, there was no significant change from the 1981 level of $3,000. (See table D.) Alimony payments as a percentage of the mean in-

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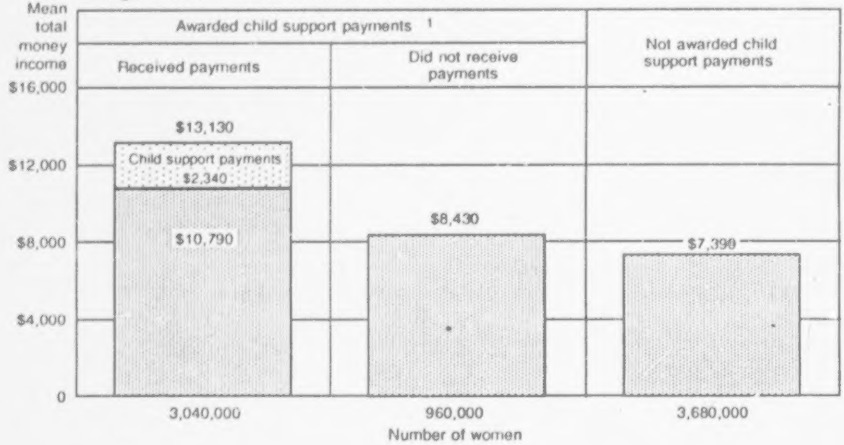
[8] Mean child support payments were compared with mean income of all males as a proxy, since the mean income of absent fathers was not available from the survey. Hence, for a meaningful comparison to be made, it must be assumed that the average income of all males was also representative of the average income of absent fathers. Income figures for males can be found in table 39 of Current Population Reports, Series P-60, No. 146.

[9] See Current Population Reports, Series P-60, No. 146, table 46.

Figure 1.
Mean Income of Women With Children Under 21 Years of Age Present From Absent Fathers: 1983



[1] Excludes women who were awarded payments but were not supposed to receive them in 1983.

come of men (22 percent) showed no statistically significant change between the two years.[7] As can be seen from figure 2, the mean total money income for women receiving alimony payments ($17,790) was higher than that of both women due payments but not receiving them ($11,260) and of women not awarded payments ($10,160). However, there was no evidence of a difference in mean total money income for the latter two groups.

The survey also collected a limited amount of information from ever-divorced women on the type of property settlements they received following divorce. Property settlements were defined as a one-time cash settlement or other property (for example, house or other real estate, cars, or furniture). Only 37 percent of the 14.8 million women who had ever been divorced as of spring 1984 reported that they received some form of property settlement. Of women awarded a property settlement, about one-fourth reported receiving a "one-time" cash settlement as all or part of the award. (See table E.)

CHARACTERISTICS OF WOMEN AWARDED CHILD SUPPORT PAYMENTS

The award and receipt of child support payments varied widely according to women's characteristics, such as divorce status, race, education, age, and place of residence. Of the 8.7 million women with children from a father not living in the household, the ones more likely than average (58 percent) to be awarded child support payments were ever-divorced[8] women, White women, women who had attended college, women over 30, women living outside of central cities, and those living in the Midwest. (See table C.) Also more likely than average to be awarded payments were women in managerial or technical occupations and homeowners. Of those awarded child support and due payments in 1983, the percent actually receiving payment was higher than average for women who were currently separated, had completed 4 or more years of college, and were technical workers.

For women who actually received child support payments in 1983, the mean amount tended to be higher for the groups that were more likely to be awarded and to receive payment. Among those with higher than average payment amounts ($2,340) were women with 4 or more years of college, women over the age of 40, and women in managerial occupations. There was some evidence that women living outside central cities within metropolitan areas and women owning their own homes also received higher amounts than average. Those with lower than average payment amounts included never-married women, Black women, women who had not completed high school, and women under age 30. Also receiving lower than average payments were women in service and operator occupations and those who received government transfer payments. There was some evidence of lower payment amounts for women living outside metropolitan areas and for those who were renters.

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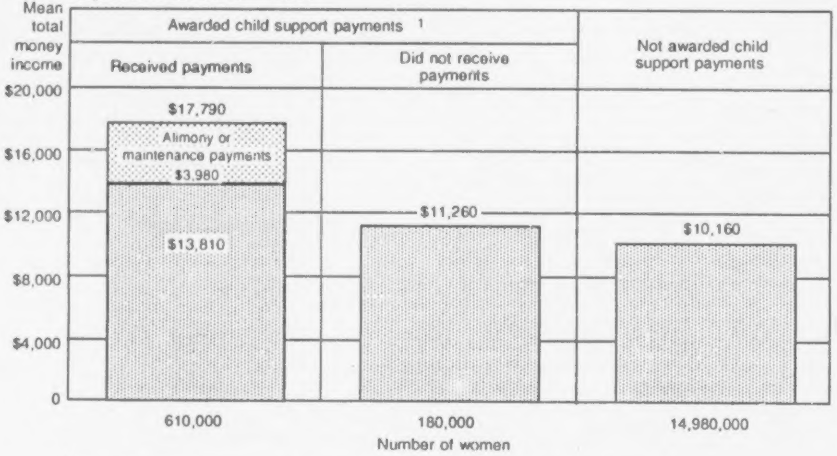
[7] Mean alimony payments were compared with the mean income of all males as a proxy, since the income of ex-husbands was not available from the survey. The above analysis assumes that the average income of all males is representative of the average income of ex-husbands.

[8] Ever-divorced mothers include those women currently divorced or remarried women whose previous marriage ended in divorce.

Figure 2.

Mean Income of Ever-Divorced or Currently Separated Women: 1983



[1] Excludes women who were awarded payments but were not supposed to receive them in 1983

Table E. Receipt and Type of Property Settlement for Ever-Divorced Women, by Marital Status and Presence of Own Children From an Absent Father

(Women with children under 21 years of age present as of spring 1984)

Characteristic	Total (thous.)	No settlement reached (thous.)	Property settlement reached			
			Total (thous.)	Type of settlement (percent)		
				Cash[1] only	Other types[2] only	Cash[1] and other types[2]
Total	14,761	9,269	5,492	21.6	74.1	4.3
Current marital status:						
Divorced	7,404	4,406	2,998	23.8	71.7	4.4
Married[3]	6,366	4,123	2,243	18.6	77.4	4.0
Widowed[4]	991	740	251	21.5	71.7	6.8
Presence of own children from an absent father:						
No children present	9,375	6,073	3,302	22.5	72.7	4.8
One or more children present	5,385	3,196	2,190	20.3	76.1	3.6

[1] A one time cash settlement.

[2] Other property (e.g., house, other real estate, cars, or furnishings).

[3] Remarried women whose previous marriage ended in divorce.

[4] Widowed women whose previous marriage ended in divorce.

Overall, the child support award rate showed no significant change from the previous survey, while the recipiency rate showed some evidence of an increase. Only minimal changes occurred in the award rates between the two years by selected characteristics of the child's mother; all significant changes in the recipiency rates by characteristic were increases. There was some evidence of an increase in the award rate for women paying no cash rent (from 42 percent to 65 percent) and a decrease for currently divorced women (81 percent to 76 percent) and women living in the West (63 percent to 57 percent). Those women experiencing an increase in recipiency rates after award of child support for their children included White women (from 73 percent to 77 percent) women completing high school (72 percent to 77 percent), women with one child (68 percent to 78 percent), those under 30 years of age (62 percent to 73 percent), those living in the South (71 percent to 80 percent), and those with earnings (73 percent to 79 percent). There was also evidence of an increase for women living inside metropolitan areas (from 73 percent to 77 percent) and for those living in owner-occupied housing (75 percent to 80 percent.)[*]

As stated above, the overall average child support payment in 1983 showed no significant change in real terms from the level of 1981. There were few changes in average payment amount from 1981 to 1983 by selected characteristics, and the only significant changes were declines. (See table D.)

As reported in 1984, the proportion of women awarded payments and the mean amounts received showed some variation by marital status. The award rate for ever-divorced mothers (76 percent) was higher than for currently separated or never-married mothers (41 and 18 percents, respectively). A greater proportion of mothers who were currently separated (87 percent) actually received payments than did the others (75 percent). Never-married mothers received a lower mean amount ($1,130) of child support payments than did those of other marital statuses ($2,410).

The award of payments for the support of children varied widely according to the race and Spanish origin of the mother. Black mothers and those of Spanish origin living apart from the father of their children were much less likely than their White counterparts to be awarded child support. Approximately 67 percent of White mothers with children from an absent father were awarded child support payments, compared with 34 percent for Black and 41 percent for those of Spanish origin. Once awarded, the recipiency rate did not vary by race or Spanish origin. However, payment amounts for Black women were smaller, on the average, than for White mothers.

There was some evidence of smaller average payments for those of Spanish origin as well. (No statistically significant difference was discerned between Black women and those of Spanish origin for either award rate or payment amount.)

Award status also differed by the educational attainment of the mother. Those who were not high school graduates were less likely to be awarded and to receive child support for their children than those with higher educational attainments. In addition, their support payments ($1,540) were lower than for more highly-educated mothers ($2,490). (See table C.) There are several potential explanations for the relationship between educational attainment and recipiency rates and average child support payments. In general, there is a positive correlation between the educational attainment of husbands and wives. Since more highly educated husbands are more likely to have higher incomes, they are also more likely to be in a better economic position to provide child support payments. Also, it is possible that more highly educated women are more effective in using the legal system to obtain and assure receipt of support payments. However, the survey design did not allow these hypotheses to be tested directly.

Another factor related to the payment of child support is the number of children the mother has living with her in the absence of their father. Women with three children or fewer were more likely than those with four or more to be awarded payments. However, there was no significant difference in the recipiency rate according to the number of children. As is to be expected, average child support payments for mothers with only one child were lower than those with two or more children present. However, there was no significant difference in the mean support payments between women with two, three, or four or more children present.

As might be expected, the age of the mother was related to the awarding of child support payments for her children. About 65 percent of women over 30 with children from an absent father were awarded payments, compared with 44 percent of younger women. However, for those women who were awarded payments and due them in 1983, there was no significant difference in recipiency according to the mother's age. Age was positively associated with the amount received, with women under 30 years of age receiving $1,720, on the average, while those between 30 and 39 averaged $2,360 and those 40 years and over averaged $2,970. The older the absent fathers, the more likely they would be to have advanced farther in their line of work. Their correspondingly higher incomes should make them better able to support their children than younger absent fathers.

The awarding and receipt of child support payments showed some variation by type of residence and tenure. Mothers who lived inside central cities within metropolitan areas were less likely to be awarded payments than women whose residence was outside of central cities. This finding may be correlated with the relatively high concentration of Black families in central cities, since a smaller proportion of Black women were awarded child support for their children than were other women. Women who lived in their own homes were more likely to be awarded and to receive child support payments, and the average payments received were higher ($2,590) than for those who were renters ($2,020).

Child support awards did not vary greatly among women according to their residence within one of the four major regions of the country. However, women living in the Midwest (formerly the North Central Region) were more likely to be awarded or have an agreement to receive support payments for their children than the others. Actual recipiency of child support in 1983 showed little variation by region, but women in the Northeast and South were more likely than those in the Midwest and West to actually receive payments once awarded. There were no significant regional differences in the average amount of child support received.

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[*] See Current Population Reports, Series P-23, No. 140, table 8.

The occupation of the mother showed some correlation with the awarding and receipt of child support. Women in managerial, technical, and precision production occupations were more likely to be awarded payments (68 percent) than were women in service or operator occupations (56 percent). Women in other than service occupations were also more likely to receive payments for their children (80 percent) than women in service occupations (71 percent). Average payment amounts received by women in managerial and technical occupations ($2,640) were higher than amounts received by service workers and operators ($1,840).

Award and receipt of child support differed according to whether or not the child's mother was an earner. A higher percentage of women with earnings in 1983 were awarded or had agreements to receive child support payments than women who did not receive any income from this source (64 percent versus 45 percent). The actual child support recipiency rate for women with agreements was higher for women with earnings than without. However, there was no significant difference in average payment amount received by earner status.

Women receiving government transfer payments were less likely to have child support for their children. Of those mothers with government transfer payments, only 48 percent had been awarded child support compared to 63 percent for those without transfer payments. They were also less likely to receive payments once awarded (66 percent, compared with 80 percent for women without transfer payments), and their average payment amount was lower ($1,740 as compared with $2,520).

CHARACTERISTICS OF WOMEN AWARDED CHILD SUPPORT BY POVERTY STATUS IN 1983

Of the 8.7 million mothers of children with an absent father, about 2.9 million, or about 33 percent, had incomes below the poverty level in 1983. Their overall poverty rate showed no statistically significant increase from the 1981 rate. Of the 2.9 million mothers in poverty, 1.2 million (42 percent) had child support awards or agreements. About one-third of the 1.2 million had health insurance included in the award. The award rates showed no significant difference from those of the previous survey. (See tables A and F.)

Among mothers below the poverty level, 58 percent were not awarded child support, compared with 42 percent of all mothers. A substantial majority of the poor wanted child support awards (75 percent). (See table 2.) Only 18 percent of poor mothers did not want awards, and the remaining 7 percent were either awaiting awards, had joint custody, or accepted property settlements instead.

The poverty rate for mothers with children from an absent father varied considerably according to child support award status. The poverty rate for women who were awarded child support payments was 25 percent. In contrast, about 45 percent of those who were not awarded payments were below the poverty level.

Of the 916,000 mothers below the poverty level who were due child support in 1983 for their children, only 6 out of 10 received payments. The average child support for these women was $1,430, while the average for all women was $2,340. For mothers below the poverty level who received child support for their children, payments represented almost one-third of their average total income ($4,790); this compares with less than one-fifth for all women.

Of those below the poverty level, the variation in award of child support according to the mothers' characteristics paralleled that for all women. For example, ever-divorced mothers were more likely to be awarded payments (68 percent) than were separated mothers (41 percent) or the never married (only 17 percent). White women below the poverty level were more likely to have payment awards than Black women or women of Spanish origin. (However, there was no statistically significant difference between Black women and women of Spanish origin). Those who had not completed high school were also less likely to have awards than those with at least a high school education. Because of the small sample size, statistically significant differences in recipiency rates and the amount of child support payments by race and Spanish origin for women in poverty could not be determined.

THE DEFICIT IN CHILD SUPPORT PAYMENTS

It is of interest to compare the amount of child support payments that were received by mothers due payments for their children with the amount that they would have received if full payments were made. As mentioned above, the average child support payment for the 3.0 million women who actually received payments in 1983 was $2,340, and their average total money income was $13,130. However, for the 4.0 million women who were supposed to receive payments in 1983 (which includes the 1.0 million women who *did not* receive payments), the overall average amount of child support was $1,780, the mean total income $12,010. Table G shows the average payment that would have been received if the full amount due had been made. For example, the mean child support payments to all mothers who were supposed to receive them would have been $2,520, and they would have had, on average, a total money income of $12,770. The magnitude of the child support payments that were due but were not received for the year 1983 may be illustrated more clearly as follows: The aggregate amount of child support payments due in 1983 was $10.1 billion, but actual payments received amounted to only about $7.1 billion during that year.[10]

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[10] The aggregate payments due refer only to the total due for the income year 1983 based on the information reported by the women in the survey; arrearages are *not* included in the aggregate figure.

The deficit as computed here is only the difference between awarded payments (or payments agreed to) and actual payments. It does not reflect any value judgment as to the reasonableness or adequacy of the awards, either at the time of the award or for the future when circumstances may have changed.

Table F. Number of Women Below the Poverty Level and Poverty Rate in 1983, by Child Support Award Status and Selected Characteristics

(Numbers in thousands. Women with own children under 21 years of age present from absent fathers as of spring 1984)

Characteristic	Total		Payments agreed to or awarded						Not awarded	
			Total		Supposed to receive payments in 1983					
					Received payments		Did not receive payments			
	Number	Poverty rate	Number	Poverty rate	Number	Poverty rate	Number	Poverty rate	Number	Poverty rate
Total	2,898	33.3	1,231	24.5	568	18.7	348	36.3	1,667	45.4
Current marital status[1]:										
Married[2]	187	8.8	120	7.4	45	5.1	45	(B)	66	12.8
Divorced	925	28.9	632	25.9	287	18.0	228	46.2	293	38.5
Separated	726	50.0	297	50.1	158	41.8	31	(B)	428	49.9
Never married	1,048	56.5	177	54.0	77	46.4	42	(B)	871	57.1
Race and Spanish origin:										
White	1,577	25.5	828	20.0	403	15.4	250	32.3	750	36.7
Black	1,256	53.7	375	47.6	153	41.4	90	54.9	882	56.8
Spanish origin[3]	394	49.9	116	35.9	53	33.5	23	24.5	278	59.5
Educational attainment:										
Less than 12 years	1,290	57.4	426	44.7	176	37.7	134	55.8	864	66.8
High school: 4 years	1,209	28.8	591	23.0	291	18.5	149	30.8	618	38.0
College: 1 to 3 yrs	338	22.4	182	18.8	84	13.5	53	32.5	156	28.7
4 years or more	62	8.4	32	6.1	17	4.5	12	(B)	30	14.2
Number of own children from an absent father:										
One child	1,259	28.4	498	19.9	220	14.7	126	29.1	762	39.3
Two children	897	32.1	411	23.8	200	18.3	140	37.3	486	45.5
Three children	482	47.8	227	39.2	104	31.3	63	49.6	255	59.4
Four children or more	260	58.0	96	46.4	44	37.9	18	(B)	164	68.0

B Base less than 75,000.

[1] Excludes a small number of currently widowed women whose previous marriage ended in divorce.

[2] Remarried women whose previous marriage ended in divorce.

[3] Women of Spanish origin may be of any race.

Table G. Mean Child Support and Total Money Income of Women Due Child Support Payments in 1983, by Type of Arrangement and Method of Payment

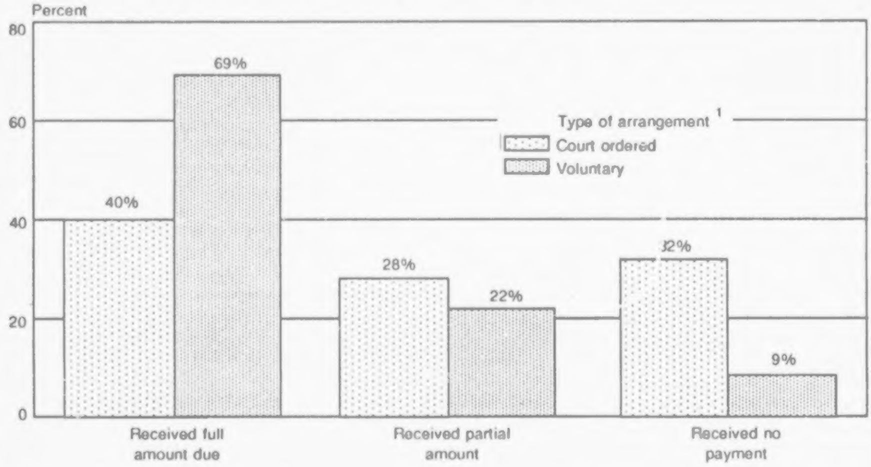
(Women with own children under 21 years of age present from absent fathers as of spring 1984)

Characteristic	Number (thous.)	Actual amount of payments received		If full amount of payments had been received	
		Mean child support payments[1] received	Mean total money income	Mean child support payments due	Mean total money income
All payments[2]	3,995	$1,779	$12,005	$2,521	$12,774
Type of arrangement:					
Court ordered	2,524	1,334	10,976	2,288	11,931
Voluntary	1,297	2,591	14,278	2,958	14,726
Method of payment:					
Directly from father	1,993	2,072	13,149	2,710	13,840
Through a court or public agency	1,920	1,380	10,803	2,240	11,666

[1] Mean amount based on all women due payments, whether or not payments were received.

[2] Includes a small number of women whose arrangement type was "other" or whose method of payment was by "some other method," not shown separately.

Figure 3.
Child Support: Percent of Women Due Payments in 1983, by Proportion of Payment Received and Type of Arrangement



[1] A small number of women had "other" arrangement types, not shown separately.

The complete payment of child support to women below the poverty level, however, would have had little impact on their poverty status. Even if the women awarded and due payment in 1983 had received all the payments they were supposed to receive, the change in their poverty rate would not have been statistically significant. (See table 6.)

The size of the deficit between payments due and received in 1983 as reported by this survey varied by the type of arrangement that the mother had to receive support payments for her child. About three-fifths of the women who were supposed to receive child support payments in 1983 had a "court-ordered" agreement. However, a court order did not seem to be an effective method of ensuring full payment, since only 40 percent of the women with court-ordered payments received the full amount due; 32 percent received no payment at all (figure 3). The mean amount received under a court-ordered agreement was $1,330 in 1983. If the full amount of payments due had been received, the average payment would have been $2,290. Therefore, women with court orders received on average only 58 percent of the amount they were due.

In contrast, women who were supposed to receive child support payments under a voluntary written agreement generally fared better than women who were awarded payments by the courts. Of the women in the former category, 69 percent actually received the full amount of payment due, and only 9 percent received no payment at all. Their mean child support payment was $2,590, about twice as high as the mean for women with a "court-ordered" agreement. (See table 6.) If women with a voluntary written agreement had received the full payments due, the average amount would have been $370 higher ($2,960). Therefore, these women received 88 percent of the average payment amount they were due for their children, in sharp contrast with women who had court-ordered payments. Also, women with voluntary written agreements generally had higher total money incomes than women with court-ordered agreements (See table G.)

Not only was there variation in the receipt of child support for all women due payments by the type of agreement (court-ordered or voluntary written agreement), but differences were also observed by the method of payment. A greater proportion of women who received payment directly from their child's father got the full amount that they were due (56 percent) than those who received payment through a court or public agency (44 percent). The mean payment was $2,070 when received directly from the father, compared with $1,380 when received through a court or public agency; the comparable amounts actually due were $2,710 and $2,240, respectively. Thus, women with payments directly from the father averaged 76 percent of the amount due, while the amount received through a court or public agency was 62 percent of that due.

CHARACTERISTICS OF WOMEN AWARDED ALIMONY PAYMENTS

Of the 17.4 million ever-divorced or currently separated women as of spring 1984, only about 14 percent were awarded or had an agreement to receive alimony or maintenance payments. The proportion showed little variation by demographic or economic characteristics. However, women who were more likely than average (14 percent) to have an award were women over the age of 40, women who had attended college, women who were divorced or separated prior to 1970, and those not working at or during the 5-year interval prior to the time of the separation. (See table H.) There was also some evidence that White women were more likely than average to be awarded alimony. Among those less likely than average to receive an award were currently separated women, Black women, and women under 30 years of age. Also less likely were women who had not graduated from high school, women with one or more children present from an absent father, and women who were working at the time of separation.

The recipiency rate for women due alimony payments in 1983 showed little variation according to the woman's characteristics. However, the percentage of women receiving payments was higher than average (77 percent) for women working part time at the time of separation. Remarried women were less likely than average to receive payments.

The average amount of alimony received in 1983 was $3,980, about 22 percent of the total income of those recipients. (See table H.) Women over 40 received higher than average payment amounts. There was also some evidence of higher payment amounts for women without children and women living in the western region of the country. (See table 9.) Women with lower than average alimony payments included women under 40, women with children, and women without earnings. Women who had completed high school only, those living outside of metropolitan areas, and those who did not work in 1983 also showed evidence of lower than average payments.

The overall award rate for alimony as reported in 1984 was not significantly different from that reported in 1982, but the recipiency rate did change somewhat from the previous survey. Overall, the percent of women receiving alimony payments in 1983 (77 percent) showed some evidence of an increase from 1981 (67 percent). Some variation in the recipiency rate from that of the previous survey was also observed according to the characteristics of the women, and the only variations were increases. For example, a higher percentage of women working full time received payments in 1983 (75 percent) than in 1981 (62 percent). There was also some evidence of an increased rate of recipiency for the currently separated (87 percent, up from 68 percent), women with 1 to 3 years of college (84 percent, up from 68 percent), and women with at least one child present from an absent father (79 percent, up from 66 percent).

Overall, the average alimony payment in 1983 showed no statistically significant change from 1981. There were few significant changes observed in average amounts received between the two years (after adjusting for inflation) according to women's characteristics.[11] The changes that were observed were increases and included payments to currently divorced women, to women with no children present from an absent father, and to women working full time, whether at the time of separation or during the year payments were received. (See table D and table 9.)

As reported in the 1984 survey, award and receipt of alimony payments varied by the women's work experience. Women who worked during the 5-year period prior to the time of separation and those who worked full time at separation were less likely to be awarded payments (11 percent) than women who did not work during the five years prior to separation or who worked only part time at separation (17 percent). (See table H.) This is consistent with the notion of alimony as a transitional payment, that is, a support payment for the woman during a period of training or retraining prior to entering the labor force or until the event of remarriage. Moreover, wives working part time contribute a smaller proportion of the family income, on average, than those who work full time. Since the pattern of working part time may continue after divorce, alimony can provide a substantial part of their livelihood. Actual recipiency of payments differed somewhat according to the work status of the the woman at the time of separation. About 93 percent of women working part time at the time of separation received payments in 1983, compared with 75 percent for all other women. However, there was no significant difference in recipiency rates according to work status in 1983. Conversely, the average amount of alimony payment received did not vary by the woman's work status at the time of separation, but women who worked in 1983 received a higher amount ($4,320) than women who did not work in that year ($2,920). This finding is contrary to what might be expected. However, the lower average payment amount may be reflective of other factors, such as the current marital status of the women (for the remarried) or of the ex-husband's economic situation, a factor which this survey cannot measure.

Of the 17.4 million ever-divorced or currently separated women, 3.8 million (or 22 percent) were living below the poverty line. Of the 3.8 million poor, only 9 percent were awarded alimony payments as of spring 1984. Of the 117,000 poor women due payments in 1983, about 6 out of 10 received some amount of payment. Because of the small sample size, the mean alimony and total money incomes for women receiving payments are not available.

CHARACTERISTICS OF WOMEN RECEIVING PROPERTY SETTLEMENTS

For the 14.8 million ever-divorced women as of spring 1984, whether a woman was more or less likely than average to

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[11] See Current Population Reports, Series P-23, No. 140, table 6, for 1981 average alimony payment figures.

Table H. Selected Characteristics of Ever-Divorced or Currently Separated Women, by Alimony Recipiency and Amount Received

(Women as of spring 1984)

Characteristic	Total (thous.)	Percent awarded alimony payments	Supposed to receive alimony in 1983			
			Total (thous.)	Actually received alimony in 1983		
				Percent	Mean alimony payments	Mean total money income
All women	17,392	13.9	791	76.9	$3,976	$17,785
Marital status[1]:						
Married[2]	6,366	13.8	90	50.0	(B)	(B)
Divorced	7,404	15.4	529	78.4	4,450	18,465
Separated	2,631	10.2	168	86.9	3,233	16,891
Race and Spanish origin:						
White	14,485	15.4	709	75.9	4,292	18,604
Black	2,595	6.3	75	86.7	(B)	(B)
Spanish origin[3]	1,118	12.3	46	(B)	(B)	(B)
Age:						
18 to 29 years	2,985	6.5	90	64.4	(B)	(B)
30 to 39 years	5,135	10.8	254	78.3	2,457	16,126
40 years and over	9,272	18.0	447	78.5	5,332	20,109
Educational attainment:						
Less than 12 years	4,911	10.2	119	62.2	(B)	(B)
High school: 4 years	7,698	13.9	314	73.6	3,015	16,393
College: 1 to 3 years	2,867	16.6	189	84.1	4,968	17,259
4 years or more	1,915	19.2	169	85.2	5,096	24,789
Presence of own children from an absent father:						
No children present	10,556	15.2	369	74.5	5,262	17,781
One or more children present	6,836	11.8	422	78.9	2,915	17,788
Year of divorce or separation						
1980 and later	5,553	12.2	435	81.1	4,463	18,488
1975 to 1979	4,108	12.0	192	80.7	3,755	18,525
1970 to 1974	2,583	13.0	96	74.0	(B)	(B)
Before 1970	5,149	17.7	69	(B)	(B)	(B)
Work experience in 1983:						
Worked	11,451	13.7	603	76.1	4,319	20,561
Full time	8,879	13.1	450	75.3	4,330	22,523
Part time	2,572	15.9	153	78.4	4,289	15,043
Did not work	5,941	14.2	188	79.3	2,915	9,216
Work experience before or at time of separation:						
Worked during 5 years before or at time of separation	13,774	12.9	576	75.7	3,709	18,366
Worked at time of separation	10,785	12.2	449	76.8	3,759	19,260
Worked at full-time jobs	9,204	11.5	354	72.3	3,885	19,589
Worked at part-time jobs	1,581	16.6	96	92.7	3,394	18,309
Did not work at time of separation	6,607	16.6	342	76.9	4,259	15,853
Did not work during 5 years prior or at time of separation	3,618	17.6	215	80.0	4,648	16,317

B Base less than 75,000.

[1] Excludes a small number of currently widowed women whose previous marriage ended in divorce.
[2] Remarried women whose previous marriage ended in divorce.
[3] Women of Spanish origin may be of any race.

receive a property settlement varied according to her demographic characteristics. Women more likely than average (37 percent) to have a property settlement were currently divorced women, women with 4 or more years of college, and those with at least one child. (See table I.) There was some evidence that women between the ages of 30 and 39 were also more likely to have had a settlement. Among those less likely than average to have received a property settlement were widowed women who had previously been divorced, Black women, women under 30 years of age, and women who had

Table I. Selected Characteristics of Ever-Divorced Women, by Receipt of Property Settlements

(Women as of spring 1984)

Characteristic	Total (thous.)	No settlement reached (thous.)	Property settlement reached (thous.)	Percent receiving a property settlement
Total	14,761	9,269	5,492	37.2
Marital status:				
Divorced	7,404	4,406	2,998	40.5
Married[1]	6,366	4,123	2,243	35.2
Widowed[2]	991	740	251	25.3
Race and Spanish origin:				
White	12,833	7,838	4,995	38.9
Black	1,669	1,234	436	26.1
Spanish origin[3]	774	559	215	27.8
Age:				
18 to 29 years	2,249	1,604	645	28.7
30 to 39 years	4,373	2,607	1,766	40.4
40 years and over	8,139	5,058	3,081	37.9
Educational attainment:				
Less than 12 years	3,853	2,805	1,049	27.2
High school: 4 years	6,653	4,078	2,576	38.7
College: 1 to 3 years	2,533	1,503	1,030	40.7
4 years or more	1,721	884	837	48.6
Presence of own children from an absent father:				
No children present	9,375	6,073	3,302	35.2
One or more children present	5,385	3,196	2,190	40.7

[1] Remarried women whose previous marriage ended in divorce.
[2] Widowed women whose previous marriage ended in divorce.
[3] Women of Spanish origin may be of any race.

not completed high school. There was some evidence that women of Spanish origin were less likely than average to receive a settlement.

Women with property settlements averaged better in terms of both total income and recipiency of support payments. For example, the average total income of women with property settlements ($12,880) was higher than those without settlements ($10,390). Of women awarded a property settlement, 27 percent also received some form of support payment (alimony for herself and/or child support for her children) in 1983. This compares with only 14 percent of the ever-divorced women without a settlement who were receiving support payments.

The percentage of ever-divorced women receiving property settlements changed slightly between 1982 and 1984.[12] Overall, about 37 percent of these women received a property settlement in 1984, down slightly from the 1982 level of 42 percent. All significant changes in likelihood of receipt of a property settlement according to the characteristics of women were decreases, with the exception of younger women. Women under 30 years of age showed some evidence of an increased rate of receipt in 1984 (29 percent) from that of 1982 (23 percent).

In 1984, the proportion of women receiving a property settlement showed some variation when viewed by selected characteristics of the women. Property settlement awards varied by current marital status. Currently divorced women were more likely to report receiving a property settlement (40 percent) than either married women (35 percent) or widowed women (25 percent). (See table I.)

Settlements also varied by race and Spanish origin. White women were more likely to have a property settlement (39 percent) than Black women (26 percent) or women of Spanish origin (28 percent). (There was no statistically significant difference between the latter two groups.)

Settlement rates also differed by age and educational attainment of the woman. Women under 30 were less likely to have settlements (29 percent) than women over 30 years of age (39 percent). Women without a high school education were less likely to have a property settlement (27 percent) than women who had high school degrees but who had not completed college (39 percent) or college graduates (49 percent).

Receipt of property settlements also varied according to the presence of children. Women with at least one child from an absent father were more likely (41 percent) to have a property settlement than women without such children present (35 percent).

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[12] See Current Population Reports, Series P-23, No. 140, tables D and H, for 1981 property settlement data.

BRIEF DESCRIPTION OF THE SURVEY

The data on child support and alimony were collected in a special supplement to the April 1984 Current Population Survey (CPS). All women 18 years of age and older were within the universe for the supplemental questions. Marital status, divorce history, and the presence of own children under 21 years old determined whether or not a woman was eligible for the questions on child support, alimony, and property settlements. The supplemental questions were placed on the April CPS so that this information could be combined with information previously collected in the March CPS on annual work experience, income, and poverty status.

A data file was created containing all of the supplemental data from the April 1984 CPS as well as the income information from the supplement to the March 1984 CPS. The file was created by matching data for persons on the March 1984 CPS file with data for the same persons on the April 1984 CPS file, using those segments from each (approximately three-fourths of the sample) that were interviewed in both months. About 95 percent of the April CPS cases eligible for matching were successfully linked to the March CPS information. March was chosen as the base month from which demographic characteristics were taken. Each time that a match occurred for which there were April supplement data, this information was added to each person's record. The unmatched April records were discarded. If a supplement had unfilled items, an attempt was made to produce a response using a consistency edit of reported information; if this was not possible, the items were imputed from fully reported cases.

As noted earlier, partial funding for collection of the supplemental data was provided by the Office of Child Support Enforcement (OCSE). Of prime interest to OCSE was the "cost avoidance" effectiveness of its programs in assisting women experiencing difficulty in establishing or collecting child support payments. Among the service provisions offered by OCSE are help in locating the father, establishing paternity, establishing support obligation, enforcing support orders, and obtaining collection. Data concerning findings associated with the user rate of OCSE's services, the type of such services used, and the dollar amount of child support paid to women as a result of OCSE's help are available upon request from the Office of Child Support Enforcement, Department of Health and Human Services.

CHANGES IN THE SURVEY

In response to user needs and in an attempt to improve reporting and the useability of the data, minor modifications were made from the previous survey. (See "Appendix C. Facsimile of the April 1984 Survey Questionnaire." A facsimile of the 1982 April CPS may be found in appendix C of Current Population Reports, Series P-23, No. 140.)

Two new questions were added to the survey relating to the award or non-award of child support. The first was to determine whether or not health insurance was included in the child support award for all women who had been awarded child support payments. The second was to ascertain the reason for non-award for those women with children present from absent fathers who were not awarded child support for their children.

An additional question was added to the series of items related to the labor force status of ever-divorced and currently separated women. The new question collected information on labor force status of the women during the 5-year period prior to the date of separation.

Due to space constraints, two questionnaire items were deleted from the survey. The deleted items were questions regarding the award and payment of alimony. The first deletion was the item reporting the type of alimony award or agreement (voluntary written, court-ordered, or other). The second was the item indicating the main reason for irregular alimony payment.

PART III

EMPLOYMENT AND TRAINING PROGRAMS FOR AFDC RECIPIENTS

A. Description of Programs

INTRODUCTION

Providing employment, education and training services for recipients of Aid to Families with Dependent Children (AFDC) has long been a major concern of the Committee on Finance. In 1956 the Committee approved amendments to the Social Security Act that authorized Federal matching for these kinds of activities. In 1967 the Committee developed amendments that established the basic structure of the Work Incentive (WIN) program. Amendments to strengthen the WIN program were initiated by the Committee in 1971. Also in 1971, the Committee initiated legislation to provide a tax credit for employers who hired WIN participants.

In 1981, when the Administration proposed the community work experience program (CWEP), popularly known as "workfare", the Committee approved that proposal and also initiated legislation to create two alternative programs: WIN demonstrations and work supplementation. Thus, the structure that is now in place to assist AFDC applicants and recipients in preparing for and finding employment has been very largely the work of this Committee.

Not all of the work and training proposals that have been developed by the Committee have been enacted into law. In particular, the Committee approved a major restructuring of welfare programs in 1972 that would have placed all adult welfare recipients (excluding mothers with children under age 6 and some other individuals) in a work and training program that emphasized job placement and training for those relatively "job ready", and a job guarantee program for those who could not be placed in unsubsidized employment. Persons in these programs would not have been eligible for welfare payments.

Currently, the Social Security Act gives States broad latitude in administering work and training programs for welfare recipients. The statute requires that the WIN program be operated in all States, but it allows States to choose to operate a WIN demonstration program as an alternative to the regular WIN program. The major difference between WIN and WIN demonstration programs lies in who has responsibility for operating the program. The regular WIN program is administered jointly by the Department of Labor and the Department of Health and Human Services at the Federal level, and jointly by welfare agencies and employment services at the State level. WIN demonstration programs, on the other hand, are under the Department of Health and Human Services at the Federal level, and the welfare agency at the State level.

An additional important difference between WIN and WIN demonstration programs is that, under the latter, States are completely free to design their own programs.

The other programs that States may elect to operate—CWEP, work supplementation and welfare agency job search—are all under the direction of the State welfare agency. Thus, current law gives the State welfare agencies the opportunity to take over full responsibility for their work and training programs, and to offer a wide variety of activities of their own choosing.

Perhaps the major concern of many States at this time is not any limitation on their authority, but on their funding. Certain program activities (CWEP, work supplementation and job search) are generally eligible to receive 50 percent Federal funding on an open-ended entitlement basis as part of the State's AFDC administrative expenses. However, none of the 50 percent matching money may be used for institutional-type education and training activities. States that wish to provide these kinds of activities must use WIN funds, but funding for WIN has recently been cut back severely. (Institutional training may be available to AFDC recipients under the Job Training Partnership Act, but this program is operated under the aegis of the Department of Labor and, at the State level, by an administrative structure separate from the welfare agency.)

The employment and training activities that are currently authorized under title IV (the AFDC title) of the Social Security Act are described in more detail below:[1]

WORK INCENTIVE PROGRAM

When the Finance Committee approved legislation to create the WIN program, it anticipated that the program would serve very large numbers of AFDC recipients. The Committee commented in its report that ". . . it is anticipated that virtually all individuals who are referred to the Secretary of Labor by the welfare agencies will participate in the program." The Committee's expectations were never realized, because appropriations for the program remained very much smaller than was originally estimated.

From 1968 until recently, however, the WIN program has served as the major program providing welfare recipients with employment-related services. The WIN legislation authorizes a very broad range of activities, including job placement, intensive job search services, on-the-job training, institutional and work experience training, and public service employment. Supportive services, including child care and transportation services, counseling and others, are also authorized under the legislation.

The legislation that authorizes WIN also provides the only Federal work requirement applicable to AFDC applicants and recipients. All applicants and recipients must register for and participate in WIN activities to which they are assigned except: (1) a child under age 16 or a full-time student; (2) persons who are ill, incapacitated or of advanced age; (3) a person remote from a WIN site; (4) a person needed in the home to care for another member of the household who is ill or incapacitated; (5) the parent or relative of a child under age 6 who is providing care for the child except for brief and infrequent absences; (6) a person working at least 30 hours a week; (7) a pregnant woman during the last three months prior to the expected date of birth; and (8) a parent if the other parent is required to register.

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[1] See Tables C-1, C-2, C-3, and C-4 for information on State participation in the work and training programs authorized under title IV.

The law prescribes penalties for persons who refuse to participate in WIN without good cause. In the case of a single-parent family, the penalty is loss of benefits payable on behalf of the parent (or caretaker relative) who refuses to comply. In this case, protective payments must generally be made on behalf of the other family members. If the principal earner in a two-parent family eligible on the basis of the parent's unemployment refuses to comply, the penalty is loss of benefits to the entire family. The period for loss of benefits is three months for the first refusal to comply and six months for the second and any subsequent refusals.

The WIN statute establishes priorities that States are supposed to follow in assigning individuals to WIN activities: (1) unemployed fathers, (2) mothers who volunteer for participation, (3) other mothers, and pregnant women under age 19, (4) dependent children and relatives age 16 or over who are not in school, working or in training, and (5) all other persons.

WIN is administered jointly at the Federal level by the Department of Labor and the Department of Health and Human Services. At the State and local level, it is administered jointly by the welfare (or social services) agency and the employment service.

The welfare and employment agency personnel who administer the program are required to be co-located to the extent possible. Together, they are required to conduct an appraisal interview with each WIN registrant, and to develop an employability plan that includes both an employment component and a supportive services component. There must be a certification that the individual has been (or will be) provided with any necessary supportive services, including day care, before the individual can be certified for placement in a WIN component.

The Federal Government pays 90 percent matching for the costs of the WIN program. States must pay 10 percent of the costs, either in cash or in kind.

Half of WIN funds are allocated to the States on the basis of the number of WIN registrants in the State; the other half are allocated by the Secretary of Labor as he determines will best meet the purposes of the program. (Under the WIN demonstration amendments enacted in 1981, a State that operates a WIN demonstration program is guaranteed an annual funding amount equal to its initial 1981 WIN allocation amount. These State guaranteed amounts have been reduced proportionally as WIN appropriations have declined.)

Appropriations for the WIN program have always been below the levels estimated when the legislation was passed, and recently the program has experienced severe cuts. Appropriations for WIN since fiscal year 1980 have been as follows: 1980—$365 million, 1981—$365 million, 1982—$281 million, 1983—$271 million, 1984—$267 million, 1985—$264 million, 1986—$211 million, and 1987—$110 million. The appropriation for 1987 has been designated for use in the first nine months of the fiscal year. Table C–5 shows WIN State allocations for fiscal years 1986 and 1987.

ENACTMENT OF THE COMMUNITY WORK EXPERIENCE PROGRAM (CWEP)

The Reagan Administration proposed legislation to create the Community Work Experience Program (CWEP) as part of its 1981 budget proposals. The Committee on Finance approved the CWEP proposal, with one major change. The Committee decided to make CWEP an optional, rather than a mandatory, program for the States. CWEP, as approved by the Committee, became law in 1981.

The concept behind the CWEP program is that recipients should be required to perform some kind of public work in exchange for their welfare benefits. The program was widely described at the time of enactment as an expansion to the Federal level of a demonstration program undertaken as part of California's welfare reform program when Ronald Reagan was Governor of that State. Actually, it differed only in detail from the community work and training programs that States were authorized to operate under the AFDC law during much of the 1960's.

The stated purpose of the State CWEP programs is "to provide experience and training for individuals not otherwise able to obtain employment in order to assist them to move into regular employment." The statute limits programs to those which serve a useful public purpose in fields such as health, social services, environmental protection, education, urban and rural development, welfare, recreation, public facilities, public safety, and day care. The law also states that, to the extent possible, the prior training, experience and skills of a recipient are to be used in making work experience assignments.

The legislation requires State welfare agencies to provide certain protections: (1) appropriate health and safety standards; (2) that the program does not result in displacement of persons currently employed, or the filling of established unfilled vacancies; (3) reasonable conditions of work, taking into account the geographic region, residence and proficiency of the participant; (4) that participants will not be required to travel an unreasonable distance from their homes; (5) a limitation on the hours of work required which is consistent with the greater of the Federal or applicable State minimum wage in relation to the family's AFDC benefits; and (6) payment for transportation and other costs, not in excess of an amount established by the Secretary, which are reasonably necessary and directly related to an individual's participation in the program.

The Finance Committee noted in its report: "Because participants would not be required to work in excess of the number of hours which, when multiplied by the greater of the Federal or the applicable State minimum wage, equals the sum of the amount of aid payable to the family, individuals participating in these programs would have time to seek regular employment." The Committee further emphasized placement in regular employment by adding language which had not been included in the Administration's proposal, requiring the chief executive officer (Governor) of each State to provide coordination between CWEP and the WIN program "to insure that job placement will have priority over participation in the community work experience program."

The 1981 law provides that all persons required to register under WIN may be required to participate in a community work experience program unless they are currently employed for 80 or more hours a month with earnings not less than the applicable minimum wage for such employment. In addition, mothers caring for a child under 6 but not under 3 may, at the discretion of the State agency, be required to participate in CWEP if child care is available. (Mothers caring for a child under 6 are not required to register for WIN.) Persons who are so remote from a WIN project that their participation in that program is precluded may also be required to participate in CWEP.

The CWEP sanctions are the same as those under the WIN program. In the case of a single-parent family, the penalty is loss of benefits payable on behalf of the parent (or caretaker relative) who refuses to participate without good cause. However, in the case of a two-parent family which is eligible on the basis of the unemployment of the principal earner, the entire family is removed from the AFDC rolls. In the case of a first refusal, the sanction period is three months. In the case of second or subsequent refusals, the sanction period is six months.

State expenditures for administering CWEP are matchable at the 50 percent rate that applies to AFDC administrative costs generally. However, matchable expenditures may not include the cost of making or acquiring materials or equipment, or the cost of supervision of work. Participants in a CWEP program may not be required to use their assistance or their income or resources to pay for necessary participation costs, such as day care or transportation. If a State is unable to provide necessary services directly to a participant or through a third party, the State must provide reimbursement for necessary transportation and day care costs that are incurred by the recipient and directly related to participation (within limitations).

FINANCE COMMITTEE APPROVAL OF ALTERNATIVE PROGRAMS

The Congress went considerably beyond the Administration's 1981 request for new work program legislation by approving additional alternative employment programs for AFDC recipients. As part of its package of 1981 Reconciliation Act proposals, the Finance Committee included not only the optional CWEP program but, in addition, a proposal for a WIN demonstration program, and for a program aimed at making "employment a more attractive alternative to welfare dependency," which the Committee called "work supplementation". These two additional alternatives were supported by the Administration, and were also approved by the House as part of the Gramm-Latta substitute.

The Finance Committee, in language written for the report on the new alternative programs, emphasized the statutory objective of the AFDC program of helping "parents or relatives to attain or retain capability for the maximum self-support and personal independence consistent with the maintenance of continuing parental care and protection." "This objective", the Committee stated, "reflects the consensus of American society that dependency on welfare is an undesirable situation both from the point of view of society and from the point of view of the individual recipient. In some cases, certainly, it may be an unavoidable situation; and the existence of the welfare program reflects that reality. But even in such cases, the goal should be to minimize insofar as possible the extent and duration of dependency."

While urging adoption of the new alternative programs, the Committee also expressed its support of the existing WIN program:

> The WIN program, as substantially revised in 1971 and in 1980 by amendments proposed by this Committee, remains the only part of the Federal AFDC statute which is aimed specifically at the goal of achieving independence from welfare through employment. This program has enjoyed some success in helping those it has served to attain employment. However, the available resources for the WIN program have limited the proportion of AFDC recipients it can actively serve. The Committee believes that changes in the law are needed to enable the States to supplement the WIN program with programs of their own to assist and encourage recipients to attain independence. In recommending such changes, however, the Committee is not proposing to repeal the WIN program nor recommending any diminution in the resources devoted to it.

WIN DEMONSTRATION PROGRAMS

The WIN demonstration authority adopted by the Committee was taken from a bill (S. 986) first introduced by Senators David Boren (D., Okla.) and Daniel Patrick Moynihan (D., N.Y.). In discussing the bill in a Senate floor statement, Senator Boren criticized the WIN program as having "two serious flaws". These he identified as "dual administration (HHS and DOL) and inflexibility within the system—which result in a lack of agency accountability, cumbersome administrative rules and regulations, high cost and poor performance."

Senator Boren commented further:

> Many States have indicated they could run more efficient programs than currently exist. This bill provides us an opportunity to utilize State and local units of government which are the most responsible, best equipped and most competent levels of government to develop and administer programs to meet the needs of families with children.

The legislation authorizes the States, as an alternative to the existing work incentive program, to operate a work incentive demonstration program "for the purpose of demonstrating single agency administration of the work-related objectives" of the AFDC program. The law requires the Governor of the State to submit to the Secretary of HHS a letter of application providing evidence of intent, along with an accompanying State program plan specifying (1) that the operating agency would be the State welfare agency, (2) that required participation criteria would be the same (Statewide) as are applied under the WIN program, and (3) the objectives which the State expected to meet, with emphasis on how the State expected to maximize client placement in nonsubsidized private sector employment. In addition, the plan must describe the techniques to be used to achieve the objectives of the demonstration program, including (but not limited to) maximum periods of participation, job training, job find clubs, grant diversion to either public or private sector employers, services contracts with State employment services, prime sponsors or private placement agencies, and performance-based placement incentives.

The WIN demonstration legislation provides specifically that "a State shall be free to design a program which best addresses its individual needs, makes best use of its available resources and recognizes its labor market conditions." The Secretary of HHS may disapprove an application only if he determines that the State program plan would be less effective than the regular WIN requirements. In addition, the Secretary has responsibility for evaluating the demonstration programs. According to the Committee report, "the Committee believes that the results of the evaluations would provide insight into ways to improve the administrative mechanism of programs which are designed to provide employment for welfare recipients."

WIN demonstration programs were originally authorized to operate for no more than three years. The legislation has been amended, however, to allow States to operate programs through June 30, 1988. Currently 26 States are operating WIN demonstration programs. (See Tables C-1, C-2, and C-5.)

WORK SUPPLEMENTATION

The third alternative approved by the Committee and ultimately by the Congress was called "work supplementation". As mentioned earlier, the work supplementation program was "designed to make employment a more attractive alternative to welfare dependency." The basic concept of the program was described in the report as allowing States to "utilize part of the funding now devoted to welfare grants to provide or subsidize employment opportunities which would be available on an entirely voluntary basis for individuals who would otherwise be dependent upon AFDC."

To generate funding for the subsidized jobs, the Committee amendment authorized States to lower all AFDC grant levels, or lower them selectively for certain geographic areas or for certain categories of recipients whom they determine to be most employable. The funding saved by lowering the grant levels may be used to make jobs available for the recipients affected.

The work supplementation legislation gives States complete flexibility in determining who may be included in the program, provided individuals meet the State's May, 1981 AFDC eligibility requirements (or those requirements as modified under subsequent Federal legislation).

Originally, the legislation defined a supplemented job as one provided by: the State or local agency administering the program; a public or nonprofit entity for which all or part of the wages are paid by the administering agency; or a proprietary child care provider for which all or part of the wages are paid by the administering agency.

Emphasizing the intent "to make work more attractive than welfare," the Committee report noted that the legislation "would provide a significantly different approach to work incentives as compared with the existing AFDC system. States would be specifically authorized," the report continues, "to lower AFDC standards so as to increase the attractiveness of employment as compared with welfare dependency, and could make any necessary further adjustments to correct for offsetting increases which might occur in other needs-based programs, such as the food stamp program. . . . Inasmuch as the program is designed to provide work incentives in the form of work as an alternative to welfare, States would also be permitted to reduce or eliminate the amount of earnings disregarded in calculating an AFDC grant. To avoid the disincentive to employment which might result from the loss of Medicaid eligibility, States would be authorized, at their option, to continue that eligibility for individuals who accept employment in jobs subsidized by the work supplementation program."

Legislation enacted in 1984 added greater flexibility to the work supplementation program. The 1984 amendments allowed the use of AFDC benefits to subsidize jobs provided by any private employer, rather than limiting subsidies to public and private nonprofit employers, and proprietary child care providers, as was the case under prior law. The amendments also gave the States flexibility in the manner in which they could divert funds to employers by allowing them to develop their own methods—for example, by diverting a grant on an individual case basis, or by pooling the grants of AFDC recipients actually participating in the program. The amendments limited Federal funding for the program to the aggregate of nine months' worth of unreduced welfare grants for each participant in the program, or less if the person participated for a shorter time. The new law also allowed States to offer a $30 plus one-third disregard for up to nine months for individuals participating in the program.

Although States were very slow in taking advantage of the work supplementation alternative, there has been increased interest in it in recent years, and the Department of HHS reports that 15 States now operate some version of "work supplementation." Most projects are small in scale. (See Table C-3 for information on State programs as of December, 1986.)

WELFARE AGENCY JOB SEARCH PROGRAMS

In 1982 the Congress approved, in modified form, a proposal by the Administration that authorizes State welfare agencies to operate job search programs for AFDC applicants and recipients. Persons who may be required to participate are the same as those who are required to register for WIN (or who would be required to register except for remoteness from a WIN site). However, States may limit participation to certain groups or classes of individuals, rather than including all persons required to register for WIN. If an individual fails to comply with the employment search requirement without good cause, he is subject to sanctions in the same manner as under the WIN program, although a State may, if it wishes, provide for a shorter sanction period.

The job search amendment allows States to require individuals to participate in an initial job search activity for eight weeks, and in an additional eight-week search program each year. The amendment requires the Governor of the State to coordinate the job search program with other employment programs for welfare applicants and recipients to assure that priority is given to job placement over participation in another activity.

The 1982 law also: (1) requires States to reimburse individuals for transportation and other costs necessarily incurred as part of the individual's participation in the program; (2) provides 50 percent Federal matching to States for costs of providing transportation and other services to participants; and (3) prohibits States from using the job search requirement as a reason for any delay in making a determination of an individual's AFDC eligibility, or in issuing a payment to an individual who is otherwise eligible.

Twenty-five States are currently operating welfare agency job search programs. A number of them are operating statewide. (See Tables C-1, C-2, and C-3.)

JOB TRAINING PARTNERSHIP ACT

The Job Training Partnership Act (JTPA) provides job training and employment services for economically disadvantaged adults and youths, dislocated workers, and others—such as Native Americans, migrant and seasonal farm workers, veterans and older workers—who have significant employment barriers. Recipients of AFDC are among those who are served. (JTPA is under the jurisdiction of the Labor and Human Resources Committee.)

The program is administered through a system of service delivery areas (SDAs) that are designated by governors as eligible to receive Federal funds. Among the areas that are automatically eligible to be SDAs are units of local government with a population of 200,000 or more. Local elected officials within the SDAs appoint Private Industry Council (PIC) members, who represent business, education agencies, organized labor, rehabilitation agencies, community based organizations, economic development agencies, and the public employment service. A majority of PIC membership must represent business and industry within the SDA. PICs are responsible for planning the job training and employment service programs at the SDA level. Governors have approval authority over locally developed plans and are responsible for monitoring programs for compliance with the Act.

Title II-A of the Act authorizes training services for disadvantaged persons. It provides block grants to States to support local training and employment programs. Funding is based on relative unemployment and the number of disadvantaged persons in a States. Services are required to be targeted on disadvantaged persons, including AFDC recipients. In 1985, 21 percent of the 752,900 enrollees in the program were AFDC recipients. Twenty-eight percent of those enrolled in classroom training were AFDC recipients; 12 percent of those enrolled in on-the-job training were AFDC recipients; 18 percent of those enrolled in job search assistance were

AFDC recipients; 22 percent of those enrolled in work experience were AFDC recipients; and 20 percent of those assigned to other services were AFDC recipients.

Title II-B, the summer youth employment and training program, provides economically disadvantaged youth with employment and related training and educational services during the summer months. The law authorizes grants to the States, which are then allocated to service delivery areas within the State. AFDC youths are among those who may participate.

Title III authorizes a program of employment and training assistance for dislocated workers—individuals who have been displaced from their jobs or are about to be laid-off, are eligible for or have exhausted their entitlement to unemployment compensation, and are unlikely to return to their previous occupation or industry. Those eligible also include individuals who have lost or are about to lose their jobs because of permanent plant or facility closings, or long-term unemployed persons with limited employment potential in their field in the area where they live, including older workers whose age is a barrier to re-employment. The services authorized include job search assistance, training, early intervention programs, support services and relocation assistance.

Very few AFDC recipients participate in the dislocated worker program. In 1985, four percent of the 95,600 enrollees were AFDC recipients.

Title IV of JTPA authorizes Federal programs for Native Americans, migrant and seasonal farm workers, and veterans. This title also authorizes the Job Corps. AFDC recipients may be among those who participate in these programs.

The above data are from the Department of Labor's Job Training Longitudinal Survey for program year 1985 (July 1985–June 1986).

B. Client/Agency Contracts

Recently, interest has been expressed in the idea of using contracts to spell out the mutual obligations of welfare recipients and of welfare agencies. For example, the American Public Welfare Association has recommended in its report "Investing in Poor Families and Their Children: A Matter of Commitment" (November, 1986) that states should be required to use client/agency contracts in administering their welfare programs. APWA recommends that the contract include an employability and financial assistance plan which will commit clients to a range of self-help efforts, and will commit State and local agencies to support those efforts by providing necessary services. Obligations would be spelled out in concrete terms through goals, timelines and benchmarks. The contract would be a "discharge plan" aimed at independence from the system, and would be implemented using a case management system.

The State of California has begun to use client/agency contracts as part of its new employment program for AFDC recipients, called GAIN. Appendix A at the end of this part includes a sample from the series of contracts that the State has developed.

C. Statistics Relating to Working Mothers

The percentage of mothers participating in the labor force has risen rapidly in recent years. In 1975,[1] 55 percent of mothers with children age 6 to 17 were in the labor force. By 1986, 72 percent of such mothers were in the labor force. The percentage of mothers with preschool-age children has shown a similarly rapid increase. In 1975, 39 percent of mothers with a child under 6 were in the labor force. By 1986, 54 percent of such mothers were in the labor force. (See Table C-6.)

Bureau of Labor Statistics data show that in March, 1986 most mothers (72 percent) who were employed worked full time.[2] The proportion of employed mothers working full time ranged from 69 percent of those with a child under age 6, to 77 percent of those whose youngest child was 14 to 17.

However, substantially lower percentages of all mothers, as opposed to employed mothers, were employed full time in March, 1986. About 48 percent of all mothers with a child age 6 to 17 worked full time in March, 1986; 33 percent of mothers with a child under 6 worked full time.

The above statistics show the work experience of mothers in one month of the year. It is also useful to look at how many mothers work full time for the full year.[3] Table C-8 shows the work experience of mothers for all of 1985. This table, prepared by the Congressional Budget Office using March, 1986 Current Population Survey data, shows that 19 percent of mothers with a child under 3 worked full time full year in 1985, increasing to 41 percent of mothers whose youngest child was age 12 to 17. An additional 18 percent of mothers with a child under age 3 worked full time part year; 13 percent of mothers whose youngest child was age 12 to 17 worked full time part year. Thirty-two percent of all mothers with a child under age 18 did not work at all.

In general, mothers not living with a husband were somewhat more likely to work full time full year than were mothers living with a husband. The exception to this was mothers with a child under age 3. Only 15 percent of mothers not living with a husband who had a child under age 3 worked full time full year in 1985. Twenty percent of mothers living with a husband who had a child under age 3 worked full time full year.

TABLE C-1.—STATE ELECTION OF AFDC WORK PROGRAMS, JANUARY 1987

	Community work experience	Job search	Grant diversion	WIN demonstration	WIN
Alabama	X				X
Alaska		X			X
Arizona				X	

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[1] Data are for March of specified years, except where othewise noted.

[2] Defined as persons who usually work 35 hours or more per week.

[3] Full year means working at least 50 weeks; part year is less than 50 weeks.

TABLE C–1.—STATE ELECTION OF AFDC WORK PROGRAMS, JANUARY 1987—Continued

	Community work experience	Job search	Grant diversion	WIN demonstration	WIN
Arkansas				X	
California	X	X		X [1]	
Colorado	X		X		X
Connecticut		X [2]	X	X	
Delaware				X	
District of Columbia					X
Florida		X	X	X	
Georgia	X	X		X	
Guam					X
Hawaii					X
Idaho	X				X
Illinois	X			X	
Indiana				X	
Iowa	X			X	
Kansas	X	X			X
Kentucky					X
Louisiana					X
Maine		X	X	X	
Maryland		X	X [2]	X [1]	
Massachusetts		X	X	X [1]	
Michigan	X		X	X	
Minnesota	X	X	X		X
Mississippi					X
Missouri					X
Montana					X
Nebraska	X	X		X	X
Nevada	X				X
New Hampshire					X
New Jersey		X	X	X [1]	
New Mexico	X				X
New York	X		X	X [1]	
North Carolina	X				X
North Dakota	X				X
Ohio	X	X	X		X
Oklahoma	X	X	X	X	
Oregon		X	X	X	
Pennsylvania	X	X		X [1]	
Puerto Rico					X
Rhode Island		X			X
South Carolina	X	X			X
South Dakota	X			X [1]	
Tennessee				X	
Texas		X		X [1]	
Utah		X			X
Vermont	X	X	X [2]		X
Virgin Islands					X

TABLE C-1.—STATE ELECTION OF AFDC WORK PROGRAMS, JANUARY 1987—Continued

	Community work experience	Job search	Grant diversion	WIN demonstration	WIN
Virginia	X	X		X	
Washington	X	X	X		X
West Virginia	X	X [2]		X	
Wisconsin	X	X [2]		X [1]	
Wyoming					X
Total States	26	25	15	26	28

[1] These States operate a WIN demonstration that includes significant subcontracting for employment and training services to the State's employment security agency or job training partnership agency, or both.

[2] Effective July 1, 1986.

Source: Department of Health and Human Services, January 1987.

TABLE C–2.—STATE PARTICIPATION IN OPTIONAL AFDC WORK PROGRAMS

[Data as of October 1986]

State	Date WIN demo implemented	CWEP	IV–A Job Search
Alabama		Implemented 1 county April 1982; now operating in 3 counties.	
Alaska			Planning for FY 1987.
Arizona	June 1, 1982		
Arkansas	Sept. 30, 1982		
California	Jan. 1, 1985	Implemented in 1 county July 1981; now in 6 counties.	Implemented October 1985; now operating statewide.
Colorado		Implemented in 1 county Oct. 1982; now operating in 26 counties.	To implement statewide in FY 1987.
Connecticut	Oct. 1, 1985		Implemented July 1986 statewide for applicants and recipients with UP cases as a priority.
Delaware	Apr. 1, 1982		
Florida	Apr. 1, 1982		Implemented July 1985; in the 44 WIN demo counties.
Georgia	Jan. 1, 1985	Implemented in August 1982; now operating in 9 counties.	Implemented January 1986; in 16 counties for applicants and recipients.
Idaho		Implemented in Jan. 1982; now operating in 8 WIN areas.	
Illinois	July 1, 1982	Implemented in 12 counties in Feb. 1984; now operating in 16 counties.	
Indiana	Sept. 30, 1985		
Iowa	Sept. 30, 1983	Implemented July 1982 for regular AFDC cases in 5 counties; currently operating in 49 counties for UP cases.	

Kansas		Implemented in 4 counties May 1983; currently operating in 19 counties.	Implemented for recipients only May 1983; now operating statewide.
Maine	Apr. 1, 1982		Implemented for recipients only Jan. 1983; in WIN demo areas.
Maryland	Sept. 30, 1982		Implemented April 1982 for applicants and recipients; now in 2 areas.
Massachusetts	Apr. 12, 1982[1]		Implemented for applicants and recipients in 16 counties Oct. 1982. Statewide for UPs only.
Michigan	Apr. 1, 1982	Implemented July 1982; now operating statewide.	
Minnesota		Implemented in 3 counties Mar. 1983, now operating in 7 counties; for UP recipients.	Implemented April 1986; in the 7 CWEP counties; for UP applicants and recipients.
Missouri		Planning for FY 87	Planning for FY 87.
Nebraska	Sept. 30, 1982	Implemented May 1986; now operating statewide.	Implemented March 1986, statewide.
Nevada		Planning for FY 87	
New Jersey	Oct. 1, 1982		Implemented Oct. 1985; now statewide.
New Mexico		Implemented Sept. 1986; in 5 counties	
New York	May 1, 1985	Implemented Jan. 1982; now operating in 20 counties and in New York City.	
North Carolina		Implemented in 6 counties Jan. 1982; now operating in 25 counties.	
North Dakota		Implemented in 2 counties Jan. 1982; now operating in 11 counties.	
Ohio		Implemented in 4 counties Mar. 1983; now operating in 28 counties.	Implemented for recipients only in 4 counties June 1986; now operating in 28 counties.
Oklahoma	Jan. 1, 1982	Implemented statewide Jan. 1982	Implemented statewide for applicants and recipients Apr. 1983.
Oregon	Jan. 1, 1982	Considering for FY 87	Implemented for applicants and recipients statewide Dec. 1982.

TABLE C-2.—STATE PARTICIPATION IN OPTIONAL AFDC WORK PROGRAMS—Continued

[Data as of October 1986]

State	Date WIN demo implemented	CWEP	IV-A Job Search
Pennsylvania	Sept. 30, 1982	Implemented statewide March 1983 as part of WIN demo.	Planning to implement statewide FY 87.
Rhode Island			Implemented statewide for AFDC recipients and UP cases July 1985.
South Carolina		Implemented in 2 counties May 1982	Implemented for applicants and recipients statewide Oct. 1985.
South Dakota	Apr. 1, 1982	Implemented in 40 counties; Apr. 1982; now operating statewide.	
Tennessee	Oct. 2, 1985		
Texas	Mar. 4, 1985		Implemented Apr. 1983 for applicants and recipients now operating statewide.
Utah			Implemented for applicants and recipients statewide Oct. 1984.
Vermont		Implemented April 1984; for UP cases active 6 months or more.	Implemented for all UP applicants statewide Apr. 1984.
Virginia	Jan. 1, 1983	Implemented Statewide as part of WIN demo January 1983.	Implemented Statewide Jan. 1983 for applicants and recipients.
Washington		Implemented in 2 counties June 1982	Implemented statewide Oct. 1984 for applicants and recipients.
West Virginia	Sept. 27, 1982	Implemented statewide for UP cases January 1982; now operating statewide for UP and regular AFDC recipients as part of WIN demo.	Implemented July 1986; statewide for all applicants and recipients as part of WIN demo.
Wisconsin	Sept. 30, 1982	Approved for implementation August 1986	Implemented statewide July 1986.

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[1] Revised and Implemented Statewide in October 1983.

Source: Department of Health and Human Services.

TABLE C-3.—STATE PARTICIPATION IN WORK SUPPLEMENTATION PROGRAMS (DATA AS OF DECEMBER 1986)

	AFDC for family of three, 1986	Wage subsidy	Duration	Basis for subsidy/duration	Voluntary/ mandatory	Location	Annual participation goal
Colorado	$346.00	100 percent including other State/local funds.	8 week cycles	Fixed subsidy and duration (short-term public employment).	Mandatory [1]	1 county	500
Connecticut	505.00	Varies by wage and grant amount; as of Jan. 1987, $1.75/hr.	5 months maximum	Varies; 5 months maximum.	Voluntary	5 urban cities	300 participants.
Florida	252.00	33 percent AFDC; 50 percent JTPA; 83 percent total.	3 months average (up to 1 yr.).	Flat 50 percent JTPA flat amount AFDC ($190); duration—DOT code.	Voluntary	44 counties	200
Maine	389.00	50 percent	6 months maximum plus optional vocational and field training.	Flat 50 percent including JTPA contribution; duration may vary.	Voluntary	All welfare work program offices (majority of State).	300
Maryland	345.00	50 percent	4 month average	Flat 50 percent; duration may vary.	Mandatory [1]	7 counties	200–250 participants; 250 job entries.
Massachusetts	476.00	Minimum 25 percent; maximum 50 percent.	Maximum 9 months; average 4 months.	Varies; duration 9 months.	Voluntary	Statewide	1,000 job entries.
Michigan	435.00	Maximum $400.00/ month.	6 months	No more than 50 percent of gross wages; maximum 6 months.	Voluntary	7 counties	1,000

TABLE C-3.—STATE PARTICIPATION IN WORK SUPPLEMENTATION PROGRAMS (DATA AS OF DECEMBER 1986)—Continued

	AFDC for family of three, 1986	Wage subsidy	Duration	Basis for subsidy/duration	Voluntary/mandatory	Location	Annual participation goal
Minnesota	532.00	At least 50 percent from AFDC plus other funds (WIN, JTPA, State).	9 months	Diverted grant and other funds up to 50 percent of wages; duration 9 months.	Voluntary	17 counties	500
New Jersey	404.00	50 percent	5 months average; (9 months maximum.	Flat 50 percent; duration may vary.	Voluntary	9 counties	500
New York	497.00	$250.00/month	6 months maximum	Flat amount (250.00); duration may vary.	Mandatory [1]	36 counties	1,351 job entries.
Ohio	302.00	AFDC grant	18 months (FFP for 9 months; State funds only for next 9 months.	Entire grant diverted; duration may vary.	Voluntary	10 counties	300
Oklahoma	310.00	$250.00/month	9 months maximum	Flat $250.00/month; 9-month duration.	Voluntary	Statewide	500
Oregon	397.00	$200.00/month (maximum).	6 months maximum	Flat $200.00 if monthly wage $500.00 or more. If less, $1.15/hour of work.	Voluntary	Statewide	No official goal.
Vermont	550.00	50 percent	9 months maximum; 3.5 months average.	Flat 50 percent; 6 month maximum.	Voluntary	Statewide	200
Washington State	492.00	50 percent	9 months (maximum).	Flat 50 percent	Voluntary	2 counties	No official goal.

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[1] The statute provides that participation in the work supplementation must be voluntary. These States administered a work supplementation program on a mandatory basis as the result of Secretarial waiver under section 1115 of the Social Security Act.

Source: Department of Health and Human Services.

TABLE C-4.—ESTIMATES OF MONTHLY PARTICIPATION IN AFDC WORK PROGRAMS

State	CWEP (fiscal years)			Employment search (fiscal year)		
	1985	1986	1987	1985	1986	1987
Alabama	260	386	386			
Alaska						
Arizona						
Arkansas						
California	(1)	(1)	(1)	(3)	(3)	(3)
Colorado	435	382	382			
Connecticut						
Delaware						
District of Columbia						
Florida				(1)	(1)	(1)
Georgia	(1)	(1)	(1)		(2)	(2)
Hawaii						
Idaho	(1)	(1)	(1)			
Illinois	(1)	(1)	(1)			
Indiana						
Iowa		870	900			
Kansas	1,300	1,364	1,431	314	329	345
Kentucky						
Louisiana						
Maine				332	374	426
Maryland				(3)	(3)	(3)
Massachusetts				5,400	7,000	8,000
Mighigan	(1)	(1)	(1)			
Minnesota	234	250	270			
Mississippi						
Missouri			17,854			
Montana						
Nebraska		(2)	(2)		(2)	(2)
Nevada						
New Hampshire						
New Jersey					(2)	(2)
New Mexico	37	40	40			
New York	2,790	2,800	2,800			
North Carolina	2,388	3,852				
North Dakota	201	201	201			
Ohio	1,386	2,773	4,159	449	897	1,346
Oklahoma	800	800	800	1,195	1,195	1,195
Oregon				10,552	12,047	12,505
Pennsylvania	(1)	(1)	(1)			
Rhode Island					750	750
South Carolina	31	31	31		39	39
South Dakota	265	265	265			
Tennessee						
Texas				4,076	4,855	4,880
Utah				(1)	(1)	(1)
Vermont	123	160	160	1,500	2,000	2,000
Virginia	21,675	21,750	22,000	(1)	(1)	(1)

TABLE C-4.—ESTIMATES OF MONTHLY PARTICIPATION IN AFDC WORK PROGRAMS—Continued

State	CWEP (fiscal years)			Employment search (fiscal year)		
	1985	1986	1987	1985	1986	1987
Washington	17	17	16	979	936	862
West Virginia	4,000	4,800	5,200			
Wisconsin		(2)	(2)			
Wyoming						
Guam						
Puerto Rico						
Virgin Islands						
Total	35,942	40,741	56,895	24,797	30,422	32,348

[1] Did not report; program was operational during fiscal year 1985 and fiscal year 1986.
[2] Did not report; program began or is expected to begin during fiscal year 1986.
[3] Did not report; part of a demonstration.

Note: In some cases, employment search figures include applicants as well as recipients as participants. CWEP figures include only recipients.

Source: Provided by the Administration, June 27, 1986.

TABLE C-5.—WIN ALLOCATIONS, FISCAL YEARS 1986 AND 1987

[In thousands of dollars]

	1986		1987 [1]	
	WIN	WIN demonstration	WIN	WIN demonstration
Alabama	$1,877		$953	
Alaska	537			
American Samoa			273	
Arizona		$1,427		$724
Arkansas		1,171		594
California		27,791		14,109
Colorado	3,003		1,525	
Connecticut		2,945		1,495
Delaware		690		350
District of Columbia	1,853		941	
Florida		3,065		1,556
Georgia		3,346		1,699
Guam	151		77	
Hawaii	1,191		605	
Idaho	1,331		676	
Illinois		10,028		5,091
Indiana		2,637		1,339
Iowa		2,189		1,112
Kansas	1,493		758	
Kentucky	2,001		1,016	
Louisiana	1,485		754	

TABLE C–5.—WIN ALLOCATIONS, FISCAL YEARS 1986 AND 1987—Continued

[In thousands of dollars]

	1986		1987 [1]	
	WIN	WIN demonstration	WIN	WIN demonstration
Maine		1,141		579
Maryland		3,837		1,948
Massachusetts		6,688		3,395
Michigan		14,621		7,423
Minnesota	4,072		2,067	
Mississippi	1,545		784	
Missouri	2,879		1,462	
Montana	934		474	
Nebraska		701		356
Nevada	590		299	
New Hampshire	419		213	
New Jersey		7,751		3,935
New Mexico	845		429	
New York		17,534		8,902
North Carolina	2,881		1,463	
	231			
Ohio	11,297		5,735	
Oklahoma		1,221		620
Oregon		5,641		2,864
Pennsylvania		9,209		4,675
Puerto Rico	1,240		630	
Rhode Island	1,153		585	
South Carolina	1,455		739	
South Dakota		870		442
Tennessee		1,991		1,011
Texas		4,194		2,129
Utah	3,032		1,539	
Vermont	1,520		772	
Virgin Islands	206		105	
Virginia		2,909		1,477
Washington	8,742		4,438	
West Virginia		2,792		1,418
Wisconsin		7,990		4,056
Wyoming	317		161	
National total	58,504	144,380	29,701	73,299

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[1] 1987 allocations as of Nov. 16, 1986. Subject to change.

Source: Department of Health and Human Services.

TABLE C-6.—LABOR FORCE PARTICIPATION RATES OF WOMEN BY MARITAL STATUS AND PRESENCE AND AGE OF CHILDREN, MARCH, SELECTED YEARS

Year and marital status	Total	No children under 18 years old	With children under 18 years old						
			Total	With children 6 to 17 years old, none younger			With children under 6 years old		
				Total	14 to 17 years old only	6 to 13 years old	Total	3 to 5 years old only	Under 3 years old
Total:									
1975	45.9	45.1	47.3	54.8	56.2	54.3	38.8	44.9	34.1
1980	51.1	48.1	56.6	64.3	63.1	64.9	46.8	54.5	41.9
1985	54.5	50.4	62.1	69.9	69.8	69.9	53.5	59.5	49.5
1986	54.7	50.5	62.8	70.4	72.2	69.5	54.4	59.9	50.8
Married, spouse present									
1975	44.4	43.9	44.3	52.3	53.5	51.8	36.6	42.0	32.5
1980	50.1	46.0	54.1	61.7	60.4	62.4	45.1	51.6	41.3
1985	54.2	48.2	60.8	67.8	67.0	68.2	53.4	58.4	50.5
1986	54.6	48.2	61.3	68.4	60.5	67.9	53.8	58.4	50.9
Divorced									
1975	72.1	69.7	74.8	80.1	81.5	79.6	65.8	68.0	61.1
1980	74.5	71.4	78.2	82.3	84.0	81.6	68.3	74.4	56.3
1985	75.0	72.1	79.1	83.4	85.5	82.4	67.5	75.1	52.2
1986	76.0	72.1	81.7	84.7	89.9	81.9	73.8	79.1	64.3
Never married									
1975	56.8	57.5	41.7	61.1	(1)	58.7	36.3	68.8	30.5
1980	61.5	62.1	52.0	67.6	(1)	70.3	44.1	48.8	41.7
1985	65.2	66.9	51.6	64.1	67.0	63.4	46.5	53.9	42.2
1986	65.3	66.8	52.9	65.9	70.0	64.9	47.5	53.2	44.4

Separated									
1975	55.2	56.9	53.9	59.1	64.3	57.6	49.4	54.0	46.0
1980	59.4	58.9	60.0	66.3	67.2	65.9	52.2	65.4	42.4
1985	61.3	60.0	62.6	70.9	76.4	68.5	53.2	58.3	48.9
1986	62.2	60.4	63.9	70.6	73.1	69.3	57.4	63.2	52.5
Widowed									
1975	23.9	21.5	51.2	53.8	59.7	48.6	36.1	([1])	([1])
1980	22.5	20.0	58.4	60.7	60.7	60.8	44.7	([1])	([1])
1985	20.6	18.6	59.4	62.9	61.5	64.5	45.7	([1])	([1])
1986	19.3	17.5	55.3	57.5	61.8	52.7	46.4	([1])	([1])

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[1] Data not shown where base is less than 75,000.

Source: Bureau of Labor Statistics, Department of Labor.

TABLE C–7.—CHILDREN IN FAMILIES BY LABOR FORCE STATUS OF PARENT(S) AND TYPE OF FAMILY, MARCH 1980 AND MARCH 1986

[Numbers in thousands]

Labor force status of percent(s) and type of family	Children under 18 years old						
	Total	6 to 17 years old			Under 6 years old		
		Total	14 to 17 years old	6 to 13 years old	Total	3 to 5 years old	Under 3 years old
MARCH 1980							
Total children	59,714	41,788	15,048	26,739	17,927	8,352	9,075
Children living with mother	58,737	40,993	14,649	26,347	17,741	8,768	8,979
Mother in labor force	31,529	23,825	3,931	14,895	7,702	4,108	3,597
Mothers not in labor force	27,208	17,168	5,718	11,452	10,039	4,660	5,382
In married-couple families	48,155	33,032	11,743	21,290	15,123	7,252	7,371
Mother in labor force	24,912	18,525	6,945	11,581	6,385	3,263	3,125
Both parents in labor force [1]	24,084	17,834	6,617	11,216	6,249	3,185	3,066
Mother not in labor force	23,244	14,507	4,799	9,709	8,736	3,991	4,746
In families maintained by women	10,582	7,961	2,905	5,057	2,620	1,513	1,108
Mother in labor force	6,617	5,300	1,986	3,314	1,317	845	472
Mother not in labor force	3,964	2,661	919	1,743	1,303	669	636
In families maintained by men	978	794	401	393	184	88	96
Father in labor force [1]	873	707	351	356	166	81	85
Father not in labor force	105	87	49	38	18	8	10
MARCH 1986							
Total children	58,546	38,737	13,655	25,082	19,809	10,051	9,757
Children living with mother	57,147	37,754	13,198	24,554	19,392	9,863	9,528
Mother in labor force	34,066	24,092	9,010	15,083	9,974	5,293	4,680
Mother not in labor force	23,081	13,662	4,188	9,474	9,418	4,570	4,848
In married-couple families	45,819	29,652	10,203	19,449	16,167	8,001	8,166

Mother in labor force	28,778	18,537	6,310	11,728	8,241	4,212	4,028
Both parents in labor force [1]	25,895	17,856	6,504	11,354	8,039	4,103	3,936
Mother not in labor force	19,041	11,115	3,393	7,722	7,926	3,788	4,138
In families maintained by women	11,328	8,102	2,995	5,107	3,226	1,864	1,362
Mother in labor force	7,238	5,555	2,200	3,355	1,733	1,081	652
Mother not in labor force	4,040	2,547	795	1,752	1,492	782	710
In families maintained by men	1,398	982	457	525	416	187	229
Father in labor force [1]	1,250	860	402	458	390	176	214
Father not in labor force	149	122	54	68	26	11	14

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[1] Includes fathers in the Armed Forces who were living with their families on or off post.

Source: Bureau of Labor Statistics, Department of Labor.

TABLE C-8.—WORK EXPERIENCE OF MOTHERS WITH CHILDREN UNDER AGE 18 BY AGE OF YOUNGEST CHILD AND FAMILY TYPE, 1985

Age of youngest child	Number of mothers (thousands)	Working full-time [1] (percent)		Working part-time [2] (percent)		Percent not working (percent)
		Full year [3]	Part year [3]	Full year [3]	Part year [3]	
All mothers with children under age 18:						
Under 3	9,430	19	18	6	16	40
3 to 5	6,275	28	14	8	14	36
6 to 11	8,726	35	14	10	14	28
12 to 17	8,429	41	13	10	11	25
All	32,860	31	15	9	14	32
Mothers living with husband and with children under age 18:						
Under 3	7,557	20	19	7	17	38
3 to 5	4,665	27	13	10	15	36
6 to 11	6,482	32	13	11	15	29
12 to 17	6,311	37	13	12	12	26
All	25,015	29	15	10	15	32
Mothers not living with husband and with children under age 18:						
Under 3	1,873	15	17	3	15	50
3 to 5	1,610	31	17	5	11	36
6 to 11	2,244	42	16	6	8	28
12 to 17	2,117	52	13	5	8	21
All	7,845	36	16	5	10	33

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[1] Working 35 or more hours per week for the majority of weeks worked during the year.

[2] Working fewer than 35 hours per week for the majority of weeks worked during the year.

[3] Full-year means working at least 50 weeks; part-year is less than 50 weeks.

Source: Tabulations of March 1986 Current Population Survey data. Table prepared by the Congressional Budget Office.

TABLE C-9.—AFDC BREAKEVEN POINTS, FAMILY OF FOUR, FIRST 4 MONTHS, BY STATE, JANUARY 1987 [1]

	Child care, $100; work expense, $75		Effective breakeven, if lower [4]	Breakeven as a percent of—	
	AFDC maximum [2]	Computed breakeven [3]		Poverty level	Minimum wage
Alabama	$147	$425		46	73
Alaska	833	1,454		127	250
Arizona	353	734		80	126
Arkansas	224	541	$505	55	87
California	734	1,305		142	225
Colorado	420	835		91	144

TABLE C-9.—AFDC BREAKEVEN POINTS, FAMILY OF FOUR, FIRST 4 MONTHS, BY STATE, JANUARY 1987 [1]—Continued

	Child care, $100; work expense, $75		Effective breakeven, if lower [4]	Breakeven as a percent of—	
	AFDC maximum [2]	Computed breakeven [3]		Poverty level	Minimum wage
Connecticut	593	1,094	...	119	188
Delaware	363	749	672	73	116
District of Columbia	441	866	...	94	149
Florida	312	673	...	73	116
Georgia	302	658	...	72	113
Hawaii	546	1,024	1,010	96	174
Idaho	344	721	...	79	124
Illinois	368	757	...	83	130
Indiana	316	679	672	73	116
Iowa	443	869	...	95	150
Kansas	436	859	807	88	139
Kentucky	246	574	455	50	78
Louisiana	234	556	...	61	96
Maine	509	968	...	106	167
Maryland	415	827	...	90	142
Massachusetts	571	1,061	1,029	112	177
Michigan	575	1,067	...	116	184
Minnesota	621	1,136	...	124	196
Mississippi	144	421	...	46	72
Missouri	326	694	675	74	116
Montana	426	844	...	92	145
Nebraska	420	835	777	85	134
Nevada	341	716	631	69	109
New Hampshire	451	881	834	91	144
New Jersey	465	902	860	94	148
New Mexico	313	674	579	63	100
New York	596	1,099	...	120	189
North Carolina	283	629	...	69	108
North Dakota	454	886	840	92	145
Ohio	374	766	...	84	132
Oklahoma	384	781	...	85	134
Oregon	482	928	892	97	154
Pennsylvania	451	881	...	96	152
Rhode Island	574	1,066	931	102	160
South Carolina	240	565	...	62	97
South Dakota	408	817	755	82	130
Tennessee	189	488	...	53	84
Texas	221	536	...	59	92
Utah	439	863	863	94	149
Vermont	642	1,168	...	127	201
Virginia	347	725	714	78	123
Washington	578	1,072	...	117	185
West Virginia	312	673	...	73	116
Wisconsin	649	1,178	...	129	203

TABLE C-9.—AFDC BREAKEVEN POINTS, FAMILY OF FOUR, FIRST 4 MONTHS, BY STATE, JANUARY 1987 [1]—Continued

	Child care, $100; work expense, $75		Effective breakeven, if lower [4]	Breakeven as a percent of—	
	AFDC maximum [2]	Computed breakeven [3]		Poverty level	Minimum wage
Wyoming	390	790	722	79	124
Guam	310	670	389	42	67
Puerto Rico	114	376		41	65
Virgin Islands	215	427		47	74

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[1] Payment levels for some States supplied by CRS.

[2] The "typical" maximum, or the maximum payment standard applicable to the largest number of recipients in the State.

[3] The breakeven is the point at which AFDC benefits are reduced to zero. The calculations reflect the amounts of monthly earnings that are required to be disregarded during the first four months of earnings, as follows: $75 (standard work expense disregard), plus $30, plus one-third of additional earnings. The calculations also assume $100 in child care expenses.

[4] The effective breakeven is 185 percent of the State's standard of need. A family with income above this amount is ineligible for AFDC.

Source: Department of Health and Human Services.

TABLE C-10.—AFDC BREAKEVEN POINTS, FAMILY OF FOUR, MONTHS 5-12, BY STATE, JANUARY 1987 [1]

	Child care, $100; work expense, $75		Effective breakeven if lower [4]	Breakeven as a percent of—	
	AFDC maximum [2]	Computed breakeven [3]		Poverty level	Minimum wage
Alabama	$147	$352		38	61
Alaska	833	1,038		91	179
Arizona	353	558		61	96
Arkansas	224	429		47	74
California	734	939		102	162
Colorado	420	625		68	108
Connecticut	593	798		87	137
Delaware	363	568		62	98
District of Columbia	441	646		70	111
Florida	312	517		56	89
Georgia	302	507		55	87
Hawaii	546	751		71	129
Idaho	344	549		60	95
Illinois	368	573		63	99
Indiana	316	521		57	90
Iowa	443	648		71	112
Kansas	436	641		70	110
Kentucky	246	451		49	78
Louisiana	234	439		48	76
Maine	509	714		78	123

TABLE C-10.—AFDC BREAKEVEN POINTS, FAMILY OF FOUR, MONTHS 5-12, BY STATE, JANUARY 1987 [1]—Continued

	Child care, $100; work expense, $75		Effective breakeven if lower[4]	Breakeven as a percent of—	
	AFDC maximum [2]	Computed breakeven [3]		Poverty level	Minimum wage
Maryland	415	620	....	68	107
Massachusetts	571	776	....	85	134
Michigan	575	780	....	85	134
Minnesota	621	826	....	90	142
Mississippi	144	349	....	38	60
Missouri	326	531	....	58	91
Montana	426	631	....	69	109
Nebraska	420	625	....	68	108
Nevada	341	546	....	60	94
New Hampshire	451	656	....	72	113
New Jersey	465	670	....	73	115
New Mexico	313	518	....	57	89
New York	596	801	....	87	138
North Carolina	283	488	....	53	84
North Dakota	454	659	....	72	114
Ohio	374	579	....	63	100
Oklahoma	384	589	....	64	101
Oregon	482	687	....	75	118
Pennsylvania	451	656	....	72	113
Rhode Island	574	779	....	85	134
South Carolina	240	445	....	49	77
South Dakota	408	613	....	67	106
Tennessee	189	394	....	43	68
Texas	221	426	....	46	73
Utah	439	644	....	70	111
Vermont	642	847	....	92	146
Virginia	347	552	....	60	95
Washington	578	783	....	85	135
West Virginia	312	517	....	56	89
Wisconsin	649	854	....	93	147
Wyoming	390	595	....	65	102
Guam	310	515	$389	42	67
Puerto Rico	114	319	....	35	55
Virgin Islands	215	320	....	35	55

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[1] Payment levels for some States supplied by CRS.

[2] The "typical" maximum, or the maximum payment standard applicable to the largest number of recipients in the State.

[3] The breakeven is the point at which AFDC benefits are reduced to zero. The calculations reflect the amounts of monthly earnings that are required to be disregarded during the 5th to 12th months of earnings, as follows: $75 (standard work expense disregard), plus $30. The calculations also assume $100 in child care expenses.

[4] The effective breakeven is 185 percent of the State's standard of need. A family with income above this amount is ineligible for AFDC.

Source: Department of Health and Human Services.

TABLE C–11.—AFDC BREAKEVEN POINTS, FAMILY OF FOUR, AFTER 12 MONTHS, BY STATE, JANUARY 1987 [1]

	Child care, $100; work expense, $75		Breakeven as a percent of—	
	AFDC maximum [2]	Computed breakeven [3]	Poverty level	Minimum wage
Alabama	$147	$322	35	55
Alaska	833	1008	88	174
Arizona	353	528	58	91
Arkansas	224	399	44	69
California	734	909	99	157
Colorado	420	595	65	102
Connecticut	593	768	84	132
Delaware	363	538	59	93
District of Columbia	441	616	67	106
Florida	312	487	53	84
Georgia	302	477	52	82
Hawaii	546	721	68	124
Idaho	344	519	57	89
Illinois	368	543	59	94
Indiana	316	491	54	85
Iowa	443	618	67	106
Kansas	436	611	67	105
Kentucky	246	421	46	73
Louisiana	234	409	45	70
Maine	509	684	75	118
Maryland	415	590	64	102
Massachusetts	571	746	81	128
Michigan	575	750	82	129
Minnesota	621	796	87	137
Mississippi	144	319	35	55
Missouri	326	501	55	86
Montana	426	601	66	104
Nebraska	420	595	65	102
Nevada	341	516	56	89
New Hampshire	451	626	68	108
New Jersey	465	640	70	110
New Mexico	313	488	53	84
New York	596	771	84	133
North Carolina	283	458	50	79
North Dakota	454	629	69	108
Ohio	374	549	60	95
Oklahoma	384	559	61	96
Oregon	482	657	72	113
Pennsylvania	451	626	68	108
Rhode Island	574	749	82	129
South Carolina	240	415	45	71
South Dakota	408	583	64	100
Tennessee	189	364	40	63
Texas	221	396	43	68
Utah	439	614	67	106

TABLE C-11.—AFDC BREAKEVEN POINTS, FAMILY OF FOUR, AFTER 12 MONTHS, BY STATE, JANUARY 1987 [1]—Continued

	Child care, $100; work expense, $75		Breakeven as a percent of—	
	AFDC maximum [2]	Computed breakeven [3]	Poverty level	Minimum wage
Vermont	642	817	89	141
Virginia	347	522	57	90
Washington	578	753	82	130
West Virginia	312	487	53	84
Wisconsin	649	824	90	142
Wyoming	390	565	62	97
Guam	310	485	42	67
Puerto Rico	114	289	32	50
Virgin Islands	215	290	32	50

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[1] Payment levels for some States supplied by CRS.

[2] The "typical" maximum, or the maximum payment standard applicable to the largest number of recipients in the State.

[3] The breakeven is the point at which AFDC benefits are reduced to zero. The calculations reflect the amount of monthly earnings that are required to be disregarded after 12 months of earnings, as follows: $75 (standard work expense disregard). The table also assumes $100 in child care expenses.

Source: Department of Health and Human Services.

TABLE C–12.—DETERMINATION OF PAYMENT AMOUNT FOR FULL-TIME EMPLOYMENT AT MINIMUM WAGE, FAMILY OF TWO, JANUARY 1987 [1]

	Eligibility determination							
	Need standard	185 percent of need standard	Full-time employment [2]	Needs based eligibility	Payment standard [3]	1st 4 months [4]	5 to 12 months [5]	Over 12 months [6]
Alabama	$288.00	$532.80	$580.56	Not eligible	$88.00	$0.00	$0.00	$0.00
Alaska	657.00	1,215.45	580.56	Eligible	665.00	414.63	289.44	259.44
Arizona	494.00	913.90	580.56	Eligible	233.00	0.00	0.00	0.00
Arkansas	193.00	357.05	580.56	Not eligible	158.00	0.00	0.00	0.00
California	498.00	921.30	580.56	Eligible	498.00	247.63	122.44	92.44
Colorado	331.00	612.35	580.56	Eligible	272.00	21.63	0.00	0.00
Connecticut	411.00	760.35	580.56	Eligible	411.00	160.63	35.44	5.44
Delaware	229.00	423.65	580.56	Not eligible	229.00	0.00	0.00	0.00
District of Columbia	560.00	1,036.00	580.56	Eligible	286.00	35.63	0.00	0.00
Florida	297.00	549.45	580.56	Not eligible	203.00	0.00	0.00	0.00
Georgia	306.00	566.10	580.56	Not eligible	214.00	0.00	0.00	0.00
Hawaii	390.00	721.50	580.56	Eligible	390.00	139.63	14.44	0.00
Idaho	446.00	825.10	580.56	Eligible	245.00	0.00	0.00	0.00
Illinois	503.00	930.55	580.56	Eligible	250.00	0.00	0.00	0.00
Indiana	247.00	456.95	580.56	Not eligible	222.00	0.00	0.00	0.00
Iowa	421.00	778.85	580.56	Eligible	322.00	71.63	0.00	0.00
Kansas	308.00	569.80	580.56	Not eligible	308.00	0.00	0.00	0.00
Kentucky	170.00	314.50	580.56	Not eligible	170.00	0.00	0.00	0.00
Louisiana	431.00	797.35	580.56	Eligible	138.00	0.00	0.00	0.00
Maine	398.00	736.30	580.56	Eligible	301.00	50.63	0.00	0.00
Maryland	373.00	690.05	580.56	Eligible	269.00	18.63	0.00	0.00
Massachusetts	394.00	728.90	580.56	Eligible	409.00	158.63	33.44	3.44
Michigan	454.00	839.90	580.56	Eligible	387.00	136.63	11.44	0.00
Minnesota	437.00	808.45	580.56	Eligible	437.00	186.63	61.44	31.44
Mississippi	293.00	542.05	580.56	Not eligible	183.00	0.00	0.00	0.00
Missouri	250.00	462.50	580.56	Not eligible	223.00	0.00	0.00	0.00

Montana	337.00	623.45	580.56	Eligible	282.00	31.63	0.00	0.00
Nebraska	280.00	518.00	580.56	Not eligible	280.00	0.00	0.00	0.00
Nevada	229.00	423.65	580.56	Not eligible	229.00	0.00	0.00	0.00
New Hampshire	336.00	621.60	580.56	Eligible	336.00	85.63	0.00	0.00
New Jersey	307.00	567.95	580.56	Not eligible	307.00	0.00	0.00	0.00
New Mexico	210.00	388.50	580.56	Not eligible	210.00	0.00	0.00	0.00
New York	416.00	769.60	580.56	Eligible	416.50	166.13	40.94	10.94
North Carolina	428.00	791.80	580.56	Eligible	225.00	0.00	0.00	0.00
North Dakota	301.00	556.85	580.56	Not eligible	301.00	0.00	0.00	0.00
Ohio	553.00	1,023.05	580.56	Eligible	248.00	0.00	0.00	0.00
Oklahoma	364.00	673.40	580.56	Eligible	240.00	0.00	0.00	0.00
Oregon	338.00	625.30	580.56	Eligible	338.00	87.63	0.00	0.00
Pennsylvania	461.00	852.85	580.56	Eligible	287.00	36.63	0.00	0.00
Rhode Island	357.00	660.45	580.56	Eligible	407.00	156.63	31.44	1.44
South Carolina	302.00	558.70	580.56	Not eligible	302.00	0.00	0.00	0.00
South Dakota	323.00	597.55	580.56	Eligible	323.00	72.63	0.00	0.00
Tennessee	265.00	490.25	580.56	Not eligible	119.00	0.00	0.00	0.00
Texas	493.00	912.05	580.56	Eligible	158.00	0.00	0.00	0.00
Utah	556.00	1,028.60	580.56	Eligible	301.00	50.63	0.00	0.00
Vermont	698.00	1,291.30	580.56	Eligible	476.00	225.63	100.44	70.44
Virginia	257.00	475.45	580.56	Not eligible	231.00	0.00	0.00	0.00
Washington	646.00	1,195.10	580.56	Eligible	397.00	146.63	21.44	0.00
West Virginia	401.00	741.85	580.56	Eligible	201.00	0.00	0.00	0.00
Wisconsin	545.00	1,008.25	580.56	Eligible	463.25	212.88	87.69	57.69
Wyoming	320.00	592.00	580.56	Eligible	320.00	69.63	0.00	0.00
Guam	120.00	222.00	580.56	Not eligible	205.00	0.00	0.00	0.00
Puerto Rico	112.00	207.20	580.56	Not eligible	66.00	0.00	0.00	0.00
Virgin Islands	154.00	284.90	580.56	Not eligible	126.00	0.00	0.00	0.00

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[1] Payment levels for some States supplied by CRS.

[2] Full-time employment at minimum wage (173.3 hrs/mon. x $3.35/hr).

[3] The "typical" maximum, or the maximum payment standard applicable to the largest number of recipients in the State (one adult and one child).

[4] AFDC payment amount equals payment standard less countable income (earned income—$75 work expenses; $100 child care; $30 and one-third of remainder.

[5] AFDC payment amount equals payment standard less countable income (earned income—$75 work expenses; $100 child care; $30).

[6] AFDC payment amount equals payment standard less countable income (earned income—$75 work expenses and $100 child care).

Source: Department of Health and Human Services.

TABLE C-13.—DETERMINATION OF PAYMENT FOR FULL-TIME EMPLOYMENT AT MINIMUM WAGE, FAMILY OF THREE, JANUARY 1987[1]

	Eligibility determination							
	Need standard	185 percent of need standard	Full-time employment[2]	Needs based eligibility	Payment standard[3]	1st 4 months[4]	5 to 12 months[5]	Over 12 months[6]
Alabama	$384.00	$710.40	$580.56	Eligible	$118.00	$0.00	$0.00	$0.00
Alaska	740.00	1,369.00	580.56	Eligible	749.00	498.63	373.44	343.44
Arizona	621.00	1,148.85	580.56	Eligible	293.00	42.63	0.00	0.00
Arkansas	234.00	432.90	580.56	Not eligible	192.00	0.00	0.00	0.00
California	617.00	1,141.45	580.56	Eligible	617.00	366.63	241.44	211.44
Colorado	421.00	778.85	580.56	Eligible	346.00	95.63	0.00	0.00
Connecticut	505.00	934.25	580.56	Eligible	505.00	254.63	129.44	99.44
Delaware	310.00	573.50	580.56	Not eligible	310.00	0.00	0.00	0.00
District of Columbia	712.00	1,317.20	580.56	Eligible	364.00	113.63	0.00	0.00
Florida	400.00	740.00	580.56	Eligible	264.00	13.63	0.00	0.00
Georgia	366.00	677.10	580.56	Eligible	256.00	5.63	0.00	0.00
Hawaii	468.00	865.80	580.56	Eligible	468.00	217.63	92.44	62.44
Idaho	554.00	1,024.90	580.56	Eligible	304.00	53.63	0.00	0.00
Illinois	689.00	1,274.65	580.56	Eligible	342.00	91.63	0.00	0.00
Indiana	307.00	567.95	580.56	Not eligible	276.00	0.00	0.00	0.00
Iowa	497.00	919.45	580.56	Eligible	381.00	130.63	5.44	0.00
Kansas	377.00	697.45	580.56	Eligible	377.00	126.63	1.44	0.00
Kentucky	197.00	364.45	580.56	Not eligible	197.00	0.00	0.00	0.00
Louisiana	600.00	1,110.00	580.56	Eligible	190.00	0.00	0.00	0.00
Maine	536.00	991.60	580.56	Eligible	405.00	154.63	29.44	0.00
Maryland	478.00	884.30	580.56	Eligible	345.00	94.63	0.00	0.00
Massachusetts	476.00	880.60	580.56	Eligible	491.00	240.63	115.44	85.44
Michigan	557.00	1,030.45	580.56	Eligible	473.00	222.63	97.44	67.44
Minnesota	532.00	984.20	580.56	Eligible	532.00	281.63	156.44	126.44
Mississippi	368.00	680.80	580.56	Eligible	214.00	0.00	0.00	0.00
Missouri	312.00	577.20	580.56	Not eligible	279.00	0.00	0.00	0.00

Montana	401.00	741.85	580.56	Eligible	354.00	103.63	0.00	0.00
Nebrask	350.00	647.50	580.56	Eligible	350.00	99.63	0.00	0.00
Nevada	285.00	527.25	580.56	Not eligible	285.00	0.00	0.00	0.00
New Hampshire	397.00	734.45	580.56	Eligible	397.00	146.63	21.44	0.00
New Jersey	404.00	747.40	580.56	Eligible	404.00	153.63	28.44	0.00
New Mexico	258.00	477.30	580.56	Not eligible	258.00	0.00	0.00	0.00
New York	497.00	919.45	580.56	Eligible	497.00	246.63	121.44	91.44
North Carolina	492.00	910.20	580.56	Eligible	259.00	8.63	0.00	0.00
North Dakota	371.00	686.35	580.56	Eligible	371.00	120.63	0.00	0.00
Oklahoma	471.00	871.35	580.56	Eligible	310.00	59.63	0.00	0.00
Oregon	397.00	734.45	580.56	Eligible	397.00	146.63	21.44	0.00
Pennsylvania	587.00	1,085.95	580.56	Eligible	365.00	114.63	0.00	0.00
Rhode Island	441.00	815.85	580.56	Eligible	503.00	252.63	127.44	97.44
South Carolina	380,00	703.00	580.56	Eligible	380.00	129.63	4.44	0.00
South Dakota	366.00	677.10	580.56	Eligible	366.00	115.63	0.00	0.00
Tennessee	345.00	638.25	580.56	Eligible	155.00	0.00	0.00	0.00
Texas	574.00	1,061.90	580.56	Eligible	184.00	0.00	0.00	0.00
Utah	693.00	1,282.05	580.56	Eligible	376.00	125.63	0.44	0.00
Vermont	841.00	1,555.85	580.56	Eligible	572.00	321.63	196.44	166.44
Virginia	322.00	595.70	580.56	Eligible	291.00	40.63	0.00	0.00
Washington	800.00	1,480.00	580.56	Eligible	492.00	241.63	116.44	86.44
West Virginia	497.00	919.45	580.56	Eligible	249.00	0.00	0.00	0.00
Wisconsin	641.00	1,185.85	580.56	Eligible	544.00	293.63	168.44	138.44
Wyoming	360.00	666.00	580.56	Eligible	360.00	10.9.63	0.00	0.00
Guam	165.00	305.25	580.56	Not eligible	265.00	0.00	0.00	0.00
Puerto Rico	160.00	296.00	580.56	Not eligible	90.00	0.00	0.00	0.00
Virgin Islands	209.00	386.65	580.56	Not eligible	171.00	0.00	0.00	0.00

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[1] Payment levels for some States supplied by CRS.

[2] The "typical" maximum, or the maximum payment standard applicable to the largest number of recipients in the State (one adult and two children).

[3] Full-time employment at minimum wage (173.3 hrs/mon. x $3.35/hr).

[4] AFDC payment amount equals payment standard less countable income (earned income—$75 work expenses; $100 child care; $30; and one-third of remainder).

[5] AFDC payment amount equals payment standard less countable income (earned income—$75 work expenses; $100 child care; $30).

[6] AFDC payment amount equals payment standard less countable income (earned income—$75 work expenses & $100 child care).

Source: Department of Health and Human Services.

APPENDIX A

EXAMPLES OF CLIENT/AGENCY CONTRACTS USED IN CALIFORNIA'S "GAIN" PROGRAM

STATE OF CALIFORNIA — HEALTH AND WELFARE AGENCY

DEPARTMENT OF SOCIAL SERVICES

GENERAL PROVISIONS PARTICIPANT CONTRACT

PARTICIPANT NAME	
CASE NUMBER	IDENTIFICATION NUMBER
WELFARE WORKER NAME	DATE

I. INTRODUCTION

This contract is an agreement between you ______________ (PARTICIPANT) and ______________ (COUNTY WELFARE DEPARTMENT) about how you and the county will work together so that you can get and keep a job. The program that you and the county must follow is called Greater Avenues for Independence, or GAIN.

This contract and any changes to it (amendments) will apply to you and the county for as long as you get cash aid and the rules require you to participate in GAIN or you volunteer to participate in GAIN.

You and the person going over the contract with you (county representative) will both initial each section of the general provisions of the contract to show that the section has been explained to you and that you understand what it means. Ask any questions you have about the section before you write your initials.

County Representative's initials ____________ Your initials ____________

II. DESCRIPTION

The GAIN program will give you services to help you find and keep a job. Unless you have a good reason that would keep you from participating, you will have to participate in the program as long as you get cash aid. Even if you are not required to participate, you can still volunteer.

Some of the services you can get are job search services, adult education, English-as-a-second-language instruction, vocational education, on-the-job training, and work experience assignments. The services that you get depend on things like your job history, education, experience, skills and interests, and the kinds of jobs in the area where you live.

Most participants will get job search services or go to adult education as their first activity. The welfare office will work with you to agree on other services that are best for you.

The welfare department must pay for certain services, like child care, transportation, and work or training related expenses like books, tools, or special clothes, to help you participate. These services are called supportive services.

The participation requirements and the services the welfare department will provide are listed in this contract. The contract will be changed when there are changes in your program activities.

County Representative's initials ____________ Your initials ____________

III. COUNTY WELFARE DEPARTMENT RESPONSIBILITIES

A. EMPLOYMENT SERVICES

The welfare department must offer many different services to help you find and keep a job. Each county must have services that will help you prepare to get the kinds of jobs that are in the area where you live. The services that your county has are checked.

- ☐ **Job Search Workshops** give classroom training on how to find jobs. This training includes basic job search skills, job interview skills, understanding employer requirements, and how to build self-confidence.
- ☐ **Supervised Job Search** is a way of looking for work which includes calling employers to set up interviews and getting referred to jobs. This will be closely supervised and reviewed by an employment counselor who works with the welfare office.
- ☐ **Job Club** is made up of both job search workshops and supervised job search.
- ☐ **Job Placement** includes referrals to jobs listed with the State Employment Development Department or to other jobs.
- ☐ **Job Development** is when an employment counselor works one-to-one with you to help you look for a job.
- ☐ **Unsupervised Job Search** is looking for work on your own and reporting back at least every two weeks about your progress.
- ☐ **Employment Counseling** helps you to decide on the right employment goals, and to identify and solve the problems that might keep you from those goals.

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☐ **Assessment** is when a person specially qualified by education or experience will work with you to look at your skills and employment needs to find out what program activities and services will best help you to find and keep a job. During the assessment, an employment plan will be developed that will show your employment goal, what you can do to reach your goal, and how long it should take to reach your goal.

☐ **Job Training** is training in job skills in a classroom or a work setting, and includes on-the-job training.

☐ **Basic Preemployment Preparation (PREP)** is a work assignment which gives work experience and training in work behavior skills. You will not get regular wages but you will keep getting your cash aid.

☐ **Advanced Preemployment Preparation (PREP)** is a work assignment which gives additional training to increase job skills. You will not get regular wages but you will keep getting your cash aid.

☐ **Supported Work** is job training to teach you basic job skills in a group setting. It is closely supervised and slowly gives you experiences with more responsibility. This type of training is paid for, in part, by using all or part of your cash aid to pay the employer back for the wages you get from him or her. This is called grant diversion.

☐ **Transitional Employment** is job training to teach you specific job skills in a work setting. The job is set up for you and you may receive some training for your assignment before you report to your work place. This type of training is paid for, in part, by using all or part of your cash aid to pay the trainer back for the wages you get from him or her. This is called grant diversion.

☐ **Adult Basic Education** teaches reading, writing and arithmetic that is needed to get a job or needed before you go on to other activities. This includes classes to get a high school diploma or something equal to a diploma like a general education development (GED) certificate.

☐ **College** programs teach employment skills that are needed for certain jobs.

☐ **Vocational English as a Second Language** teaches English matched with job training to participants who do not speak English.

B. SUPPORTIVE SERVICES

The county welfare department must pay for and arrange, or help you arrange, certain services that you need to participate in GAIN. If it is necessary, advance payments must be made to you so you do not have to pay for any of these services. These services are described below.

- **Child Care** must be arranged and paid for any of your children who are under 12 years old if you need it to participate. You can choose the kind of child care you want. Payments will be made at the rate that is normally charged in the area where you live. Payment is also available for relatives, friends, or neighbors who take care of your children. If you find a regular job and go off welfare, the county welfare office must pay for your child care for another three months if you need it.
- **Transportation expenses** must be paid up to certain limits for you to travel to and from your GAIN assignment and for you and your children to travel to and from child care providers.
- **Work or Training Related Expenses** must be paid up to certain limits for things like books, tools, and special clothing when it is determined that they are required for you to participate.
- **Personal Counseling** for problems related to your participation in GAIN must be provided to you if you need it to participate and if the service is available under the county's normal system.

C. The county welfare department must meet the terms agreed to in this contract. If they do not, you do not have to participate until they meet the terms.

County Representative's initials ____________ Your initials ____________

IV. PARTICIPANT DUTIES, RESPONSIBILITIES, AND RIGHTS

A. WHAT YOU MUST DO:

1. Sign a contract that you and the county welfare department agree to if you are required to participate or if you volunteer to participate.
2. Meet the terms agreed to in this contract unless you have a good reason not to.
3. Respond to any call-in notices the welfare department sends to you.
4. Notify ______________________ (NAME) at ______________________ (PHONE NUMBER) if there are any changes that affect your participation (such as employment, illness, moving, transportation problems, etc.).

5. Notify ______________________ at ______________________ if there are any changes in your
(NAME) (PHONE NUMBER)
need for supportive services.

If you cannot reach the person(s) listed above by telephone, you can send a letter to him or her or you can go see him or her at:

B. WHAT HAPPENS IF YOU DO NOT PARTICIPATE

If you do not participate, the following steps, in this order, will happen:

1. **Cause Determination**

   If you do not meet GAIN program requirements, you have the right to explain why you didn't meet the requirements. The welfare department will decide if there was a good reason. The reasons are listed in the law, and the welfare office must let you know what they are before you sign this contract. If you have a good reason for not participating, the welfare office will work with you to make changes so you can participate. If you have a good reason for not participating, and there is nothing that can be done to help you begin participating again, you will not have to participate.

2. **Conciliation**

   If you do not meet GAIN program requirements, and the welfare office decides there was not a good reason, you have the right to have another welfare worker review the case and work with you so you can meet the program requirements. If this doesn't help, the welfare office will work with you for up to 30 days to help you meet the requirements. This is called "conciliation."

3. **Money Management**

   (This step will not apply to you if you are a volunteer in the program.)

   The first time you fail to meet the program requirements without a good reason and if you still don't meet them after the 30-day conciliation period, there will be a 3-month period of money management. During this time, someone else will handle your family's cash aid for you. The welfare office will choose someone to send your aid to, who will help you decide how to spend the money. This period can be shortened if you agree to meet the program requirements.

4. **Cash Aid Stopped or Lowered (Financial Sanctions)**

   (This step will not apply to you if you are a volunteer in the program.)

   If you still don't meet the requirements after the money management period, your family's cash aid will be stopped or lowered. (Your family's cash aid will be stopped if you don't meet program requirements and you are either the only eligible child in your aid case, or you are an unemployed parent when the only reason you get welfare is your unemployment. Otherwise, your family's cash aid will be lowered instead of stopped.) Your family's cash aid will also be stopped or lowered if you don't meet program requirements without good reasons more than once and conciliation does not work. The first time your family's cash aid is stopped or lowered, it will be for a period of three months. If it is necessary to stop or lower your family's cash aid again, it will be for a period of six months.

5. **Penalty for Volunteers**

   (This step does not apply to you if you are required by law to participate.)

   If you are not required to participate in GAIN, but you volunteer and don't meet the requirements, money management and financial sanctions won't apply to you. Instead, you will not be allowed to participate in GAIN for 6 months if you did not have a good reason for failing to meet the requirements, and you don't agree to participate during conciliation.

C. WHAT YOU CAN DO IF YOU DO NOT AGREE

There are four different ways you can protest a program or participation requirement that you don't agree with. These four ways are:

1. **State Hearing** — This is the same process you can use when you don't agree with any action the welfare office takes about your cash aid. You may request a rehearing after the state hearing decision is reached.

2. **Formal Grievance Set by the Unemployment Insurance Code (UI Code)** — Under this process the welfare office will discuss the problem with you and find out the reason for the problem. The welfare office will offer a plan for you to follow to solve the problem. If you do not agree with the welfare office's plan, you can design your own plan. The welfare office will work with you to decide on a final plan for you to follow. This process can last up to 30 days.

3. **Formal Grievence Set by the County Board of Supervisors** — Each county's board of supervisors is required to set up a formal grievance process. Each county's process can be different. The welfare office must tell you what your county's process is like.

4. **Independent Assessment** — This process can be used if you do not agree with the results of your assessment. Someone who is not connected with the county welfare department will review your assessment and do another assessment if necessary. The results of this independent assessment will be used to set up your employment plan.

The process you can use depends on the situation you are protesting. Also, sanctions may or may not be applied, depending on the situation and whether or not you are participating. These differences are explained in the chart below. If your situation doesn't fit what is described, the welfare department will explain the processes you can use.

SITUATION	PROCESS YOU CAN USE	DO MONEY MANAGEMENT OR SANCTIONS APPLY?	PROCESS YOU CANNOT USE
You don't sign the basic contract	State hearing	If you request a state hearing before money management or sanctions start, money management or sanctions cannot be applied until after the hearing is decided. If you request a state hearing after money management or sanctions start, money management or sanctions apply.	Formal grievance set by the UI Code, or formal grievance set by the board of supervisors, or independent assessment
You disagree with the results of an assessment	Independent assessment	No money management or sanctions apply	State hearing or formal grievance set by the UI Code or formal grievance set by the board of supervisors
You disagree with the results of the independent assessment	State hearing	If you request a state hearing before money management or sanctions start, money management or sanctions cannot be applied until after the hearing is decided. If you request a state hearing after money management or sanctions start, money management or sanctions apply.	Formal grievance set by the UI Code, or formal grievance set by the board of supervisors, or independent assessment
You disagree with the results of a state hearing	State hearing (rehearing)	Money management or sanctions would apply if ordered by the results of the state hearing.	Formal grievance set by the UI Code or formal grievance set by the board of supervisors, or independent assessment
You believe a requirement or assignment doesn't fit your contract or should not be allowed under the program, and you keep participating	State hearing, or formal grievance set by the UI Code or formal grievance set by the board of supervisors	No money management or sanctions apply	Independent assessment
You believe a requirement or assignment doesn't fit your contract or should not be allowed under the program and you don't participate	State hearing or formal grievance set by the board of supervisors	If you request a state hearing before money management or sanctions start, money management or sanctions cannot be applied until after the hearing is decided. If you request a state hearing after money management or sanctions start, money management or sanctions apply. If you request a formal grievance, money management or sanctions apply.	Formal grievance set by the UI Code or independent assessment

(CONTINUED)

SITUATION	PROCESS YOU CAN USE	DO MONEY MANAGEMENT OR SANCTIONS APPLY?	PROCESS YOU CANNOT USE
You disagree with the results of a formal grievance.	State hearing	If you did not participate during the formal grievance process money management or sanctions apply. If you participated during the formal grievance process, and you keep participating during the state hearing process, money management or sanctions cannot be applied. If you participated during the formal grievance process, but you stop participating, and you request a state hearing before money management or sanctions start, money management or sanctions cannot be applied until after the hearing is decided. If you participated during the formal grievance process but stop participating and you request a state hearing after money management or sanctions start, money management or sanctions apply.	Formal grievance set by the UI Code, or formal grievance set by the board of supervisors, or independent assessment.
You disagree with money management or sanctions.	State hearing	If you request a state hearing before money management or sanctions start, money management or sanctions cannot be applied until after the hearing is decided. If you request a state hearing after money management or sanctions start, money management or sanctions apply.	Formal grievance set by the UI Code, or formal grievance set by the board of supervisors, or independent assessment.

As long as you participate during any of the situations described above, the county welfare department will keep paying for your supportive services.

You have the right to get legal advice during any of these processes. If you need help, you can contact your legal aid office at the address below.

County Representative's initials ____________

Your initials ____________

V. EXEMPTIONS/DEFERRALS

A. EXEMPT

You are not required to register for GAIN if you:

- Are a child under 16 years old.
- Are a child who is 16, 17, or 18 years old but you go to school (not college) full time.
- Are temporarily ill or injured and the illness or injury would keep you from working.
- Are over 64 years old.
- Are physically or mentally unable to work, or you are pregnant.
- Live so far away from the welfare office or service provider that you cannot participate.
- Must stay home to take care of someone in the household who is unable to care for himself or herself.
- Are the parent or caretaker of a child under 6 and you are responsible for providing full time care for the child.
- Have another adult in the home participating in GAIN.

(CONTINUED)

- Work or expect to work 30 hours or more per week in regular employment that should last at least 30 days.
- Are a parent who is not the principal wage earner when the principal wage earner in the home is registered for GAIN.

The welfare office can ask for proof that you meet any of the above conditions.

B. DEFERRED

You must register for GAIN, but may not have to participate until your situation changes if you:

- Are a parent who has a child under 6 years old and you are enrolled in school for at least 12 units of credit.
- Are dependent on drugs or alcohol.
- Have emotional or mental problems.
- Are having legal difficulties, such as required court appearances.
- Do not have the legal right to work in the United States.
- Are having a severe family crisis.
- Are in good standing in a union that controls referrals and hiring.
- Are temporarily laid off from a job with a definite call-back date.
- Are working 15 or more hours per week.
- Have a temporary illness or have a family member who is temporarily ill.

The welfare office can ask for proof of your situation when needed. The welfare office will review your situation at least every six months.

County Representative's initials ____________ Your initials ____________

STATE OF CALIFORNIA — HEALTH AND WELFARE AGENCY

DEPARTMENT OF SOCIAL SERVICES

JOB CLUB
BASIC CONTRACT #1

PARTICIPANT NAME	
CASE NUMBER	IDENTIFICATION NUMBER
WELFARE WORKER NAME	DATE

SPECIFIC PROVISIONS

I. PARTICIPANT RESPONSIBILITIES

A. I understand that I must meet the participation requirements in this contract because

I have not had a job in the past two years;

My cash aid has not been stopped two or more times due to my employment in the past three years; and

The tests I took show that I do not have to go to school to learn to speak English, read, write or do simple arithmetic or to get a GED certificate.

B. Job Club has been described to me.

I agree to attend Job Club for three weeks, unless I find a job before then.

LOCATION	SCHEDULE

I agree to accept a job if one is offered to me, unless I have a good reason not to. I have been told what these reasons could be.

I understand that I do not have to accept a job if I would end up with less income than if I stayed on cash aid.

C. I need these supportive services to participate:

	YES	NO
Child Care: I need the welfare office to help me arrange and/or pay for child care for my child(ren) who are under 12 years old. I agree to give the welfare office proof of my child care costs if they ask me.	☐	☐
Transportation: I need the welfare office to pay for my transportation to and from the assignment and to and from my child care provider. I agree to give the welfare office proof of my transportation costs if they ask me.	☐	☐
Work or Training Related Expenses: I am required to have extra things like special clothes, books or tools for this assignment. I need the welfare office to pay for these extra things. I agree to give the welfare office proof of these extra expenses if they ask me.	☐	☐
Personal Counseling: I can request personal counseling if I need it to help me with problems that affect my participation and the county will arrange it for me if it is available under services the county already has. I need the county to arrange personal counseling for me.	☐	☐

II. COUNTY WELFARE DEPARTMENT RESPONSIBILITIES

A. The welfare department agrees to help you arrange child care if you need it to participate. The welfare department agrees to pay for your child care costs that are within the normal range of costs for child care in the area where you live. The specific child care arrangements will be kept in your case file and will be binding as part of this contract.

☐ You do not need paid child care because ______________________

B. The welfare department agrees to pay for necessary transportation expenses to and from the assignment, including transportation for you and your child(ren) to and from child care, based on the following rates:

☐ Public transportation ______________________

☐ Other ______________________

☐ You do not need paid transportation because ______________________

C. The welfare department agrees to pay for appropriate work or training related expenses.

☐ You do not have any work or training related expenses at this time.

(CONTINUED)

D. The welfare department agrees to arrange for personal counseling for you if the county determines you need it and the service is available under existing county services.

☐ You do not need personal counseling at this time.

☐ Personal counseling is not available under existing county services at this time.

E. The welfare department agrees to keep the specific arrangements for supportive services in your case file and to give you a copy of those arrangements.

III. ADDITIONAL PROVISIONS

A. I understand that I do not have to participate until the specific arrangements for child care, transportation, work and training related expenses and/or personal counseling have been made. I understand that the details of these arrangements will be kept in my case file and will be binding as part of this contract. I understand that I will be given a copy of these arrangements.

B. I understand that I must tell the welfare worker (________________ (NAME) at ________ (PHONE NUMBER)) any time my supportive services arrangements or needs change, and that these changes will be written down and kept in my case file. The latest arrangements agreed to between the welfare office and me will take the place of the arrangements in this contract and will be binding.

C. I understand that if I don't tell the welfare worker (________________ (NAME) at ________ (PHONE NUMBER)) of any changes in my child care, or in any other supportive services, the welfare office might not pay for the change in services.

D. I understand that I must keep participating in GAIN activities if I don't have a job when this assignment is finished, unless I become exempt or deferred. I understand that this contract will be amended at that time to show what my new requirements will be.

E. I understand that my cash aid may be handled by someone else, and that I may lose all or part of my cash aid if I fail or refuse to meet the requirements of this contract without a good reason. I have been told what these reasons could be.

F. I understand that I have three working days to think about the terms of this contract after I sign it. I understand that if I don't agree with the terms of this contract, I must tell the welfare worker (________________ (NAME) at ________ (PHONE NUMBER)) before ________ (TIME) on ________ (DATE). I understand that if I don't tell the worker before then, the terms of this contract are considered final. I understand that if any changes to the terms of this contract are agreed to during the three-day consideration period, the changed contract will be considered final at ________ (TIME) on ________ (DATE). I understand that I can take this contract to my legal aid office for advice.

PARTICIPANT'S PRINTED NAME	
PARTICIPANT'S SIGNATURE	DATE
COUNTY WELFARE DEPARTMENT REPRESENTATIVE'S PRINTED NAME	
COUNTY WELFARE DEPARTMENT REPRESENTATIVE'S SIGNATURE	DATE

STATE OF CALIFORNIA — HEALTH AND WELFARE AGENCY

DEPARTMENT OF SOCIAL SERVICES

JOB CLUB/JOB SEARCH
BASIC CONTRACT #2

PARTICIPANT NAME	
CASE NUMBER	IDENTIFICATION NUMBER
WELFARE WORKER NAME	DATE

SPECIFIC PROVISIONS

I. PARTICIPANT RESPONSIBILITIES

A. I understand that I must meet the participation requirements in this contract because

I have had a job in the past two years;

My cash aid has not been stopped two or more times due to my employment in the past three years; and

The tests I took show that I do not have to go to school to learn to speak English, read, write or do simple arithmetic or to get a GED certificate.

B. Job Club and Supervised Job Search have been described to me.

I agree to attend

☐ Job Club for three weeks, unless I find a job first; or

☐ Supervised Job Search for three weeks, unless I find a job first.

LOCATION	SCHEDULE

I agree to accept a job if one is offered to me, unless I have a good reason not to. I have been told what these reasons could be.

I understand that I do not have to accept a job if I would end up with less income than if I stayed on cash aid.

C. I need these supportive services to participate:

	YES	NO
Child Care: I need the welfare office to help me arrange and/or pay for child care for my child(ren) who are under 12 years old. I agree to give the welfare office proof of my child care costs if they ask me.	☐	☐
Transportation: I need the welfare office to pay for my transportation to and from the assignment and to and from my child care provider. I agree to give the welfare office proof of my transportation costs if they ask me.	☐	☐
Work or Training Related Expenses: I am required to have extra things like special clothes, books or tools for this assignment. I need the welfare office to pay for these extra things. I agree to give the welfare office proof of these extra expenses if they ask me.	☐	☐
Personal Counseling: I can request personal counseling if I need it to help me with problems that affect my participation, and the county will arrange it for me if it is available under services the county already has. I need the county to arrange personal counseling for me.	☐	☐

II. COUNTY WELFARE DEPARTMENT RESPONSIBILITIES

A. The welfare department agrees to help you arrange child care if you need it to participate. The welfare department agrees to pay for your child care costs that are within the normal range of costs for child care in the area where you live. The specific child care arrangements will be kept in your case file and will be binding as part of this contract.

☐ You do not need paid child care because ______________________

B. The welfare department agrees to pay for necessary transportation expenses to and from the assignment, including transportation for you and your child(ren) to and from child care, based on the following rates:

☐ Public transportation ______________________

☐ Other ______________________

☐ You do not need paid transportation because ______________________

C. The welfare department agrees to pay for appropriate work or training related expenses.

☐ You do not have any work or training related expenses at this time.

D. The welfare department agrees to arrange for personal counseling for you if the county determines you need it and the service is available under existing county services.

☐ You do not need personal counseling at this time.

☐ Personal counseling is not available under existing county services at this time.

E. The welfare department agrees to keep the specific arrangements for supportive services in your case file and to give you a copy of those arrangements.

III. ADDITIONAL PROVISIONS

A. I understand that I do not have to participate until the specific arrangements for child care, transportation, work and training related expenses and/or personal counseling have been made. I understand that the details of these arrangements will be kept in my case file and will be binding as part of this contract. I understand that I will be given a copy of these arrangements.

B. I understand that I must tell the welfare worker (____________________ (NAME) at ____________ (PHONE NUMBER)) any time my supportive services arrangements or needs change, and that these changes will be written down and kept in my case file. The latest arrangements agreed to between the welfare office and me will take the place of the arrangements in this contract and will be binding.

C. I understand that if I don't tell the welfare worker (____________________ (NAME) at ____________ (PHONE NUMBER)) of any changes in my child care, or in any other supportive services, the welfare office might not pay for the change in services.

D. I understand that I must keep participating in GAIN activities if I don't have a job when this assignment is finished, unless I become exempt or deferred. I understand that this contract will be amended at that time to show what my new requirements will be.

E. I understand that my cash aid may be handled by someone else, and that I may lose all or part of my cash aid if I fail or refuse to meet the requirements of this contract without a good reason. I have been told what these reasons could be.

F. I understand that I have three working days to think about the terms of this contract after I sign it. I understand that if I don't agree with the terms of this contract, I must tell the welfare worker (____________________ (NAME) at ____________ (PHONE NUMBER)) before ____________ (TIME) on ____________ (DATE). I understand that if I don't tell the worker before then, the terms of this contract are considered final. I understand that if any changes to the terms of this contract are agreed to during the three-day consideration period, the changed contract will be considered final at ____________ (TIME) on ____________ (DATE). I understand that I can take this contract to my legal aid office for advice.

PARTICIPANT'S PRINTED NAME

PARTICIPANT'S SIGNATURE | DATE

COUNTY WELFARE DEPARTMENT REPRESENTATIVE'S PRINTED NAME

COUNTY WELFARE DEPARTMENT REPRESENTATIVE'S SIGNATURE | DATE

STATE OF CALIFORNIA — HEALTH AND WELFARE AGENCY

DEPARTMENT OF SOCIAL SERVICES

ASSESSMENT
BASIC CONTRACT #3

PARTICIPANT NAME	
CASE NUMBER	IDENTIFICATION NUMBER
WELFARE WORKER NAME	DATE

SPECIFIC PROVISIONS

I. PARTICIPANT RESPONSIBILITIES

A. I understand that I must meet the participation requirements in this contract because

My cash aid has been stopped two or more times in the past three years due to my employment, and

Tests I took show that I do not have to go to school to learn to speak English, read, write, and do simple arithmetic or to get a GED certificate.

B. I agree to participate in an assessment of my skills and needs unless I find a job first.

I understand that the purpose of the assessment is to develop an employment plan that will help determine what kind of job services and/or training or education program is best for me

LOCATION OF ASSESSMENT

DATE AND TIME	NAME OF ASSESSOR OR PERSON TO CONTACT

I understand that if I do not agree with the results of the assessment, I may request that a separate review and assessment be done by another qualified person who is not connected with the welfare department.

I agree to accept a job if one is offered to me, unless I have a good reason not to. I have been told what these reasons could be.

I understand that I do not have to accept a job if I would end up with less income than if I stayed on cash aid.

C. I need these supportive services to participate

	YES	NO
Child Care: I need the welfare office to help me arrange and/or pay for child care for my child(ren) who are under 12 years old. I agree to give the welfare office proof of my child care costs if they ask me	☐	☐
Transportation: I need the welfare office to pay for my transportation to and from the assignment and to and from my child care provider. I agree to give the welfare office proof of my transportation costs if they ask me.	☐	☐
Work or Training Related Expenses: I am required to have extra things like special clothes, books or tools for this assignment. I need the welfare office to pay for these extra things. I agree to give the welfare office proof of these extra expenses if they ask me	☐	☐
Personal Counseling: I can request personal counseling if I need it to help me with problems that affect my participation, and the county will arrange it for me if it is available under services the county already has. I need the county to arrange personal counseling for me	☐	☐

II. COUNTY WELFARE DEPARTMENT RESPONSIBILITIES

A. The welfare department agrees to help you arrange child care if you need it to participate. The welfare department agrees to pay for your child care costs that are within the normal range of costs for child care in the area where you live. The specific child care arrangements will be kept in your case file and will be binding as part of this contract.

☐ You do not need paid child care because ______________________

B. The welfare department agrees to pay for necessary transportation expenses to and from the assignment, including transportation for you and your child(ren) to and from child care, based on the following rates

☐ Public transportation ______________________

☐ Other ______________________

☐ You do not need paid transportation because ______________________

The welfare department agrees to pay for appropriate work or training related expenses

☐ You do not have any work or training related expenses at this time

D. The welfare department agrees to arrange for personal counseling for you if the county determines you need it and the service is available under existing county services.

☐ You do not need personal counseling at this time.

☐ Personal counseling is not available under existing county services at this time.

E. The welfare department agrees to keep the specific arrangements for supportive services in your case file and to give you a copy of those arrangements.

III. ADDITIONAL PROVISIONS

A. I understand that I do not have to participate until the specific arrangements for child care, transportation, work and training related expenses and/or personal counseling have been made. I understand that the details of these arrangements will be kept in my case file and will be binding as part of this contract. I understand that I will be given a copy of these arrangements.

B. I understand that I must tell the welfare worker (________________ NAME at ____________ PHONE NUMBER) any time my supportive services arrangements or needs change, and that these changes will be written down and kept in my case file. The latest arrangements agreed to between the welfare office and me will take the place of the arrangements in this contract and will be binding.

C. I understand that if I don't tell the welfare worker (________________ NAME at ____________ PHONE NUMBER) of any changes in my child care, or in any other supportive services, the welfare office might not pay for the change in services.

D. I understand that I must keep participating in GAIN activities if I don't have a job when this assignment is finished, unless I become exempt or deferred. I understand that this contract will be amended at that time to show what my new requirements will be.

E. I understand that my cash aid may be handled by someone else, and that I may lose all or part of my cash aid if I fail or refuse to meet the requirements of this contract without a good reason. I have been told what these reasons could be.

F. I understand that I have three working days to think about the terms of this contract after I sign it. I understand that if I don't agree with the terms of this contract, I must tell the welfare worker (________________ NAME at ____________ PHONE NUMBER) before ____________ (TIME) on ____________ (DATE).
I understand that if I don't tell the worker before then, the terms of this contract are considered final. I understand that if any changes to the terms of this contract are agreed to during the three-day consideration period, the changed contract will be considered final at ____________ (TIME) on ____________ (DATE). I understand that I can take this contract to my legal aid office for advice.

PARTICIPANT'S PRINTED NAME	
PARTICIPANT'S SIGNATURE	DATE
COUNTY WELFARE DEPARTMENT REPRESENTATIVE'S PRINTED NAME	
COUNTY WELFARE DEPARTMENT REPRESENTATIVE'S SIGNATURE	DATE

STATE OF CALIFORNIA — HEALTH AND WELFARE AGENCY

DEPARTMENT OF SOCIAL SERVICES

ASSESSMENT AFTER JOB CLUB/ JOB SEARCH
AMENDMENT #1

PARTICIPANT NAME	
CASE NUMBER	IDENTIFICATION NUMBER
WELFARE WORKER NAME	DATE

SPECIFIC PROVISIONS

I. PARTICIPANT RESPONSIBILITIES

A. I understand that I must meet the participation requirements of this contract amendment because

I have completed three weeks of job club or job search and have not found a job yet.

B. I agree to participate in an assessment of my skills and needs.

I understand that the purpose of the assessment is to develop an employment plan that will help determine what kind of job services and/or training or education program is best for me.

LOCATION OF ASSESSMENT	
DATE	TIME
NAME OF ASSESSOR OR PERSON TO CONTACT	

I understand that if I do not agree with the results of the assessment, I may request that a separate review and assessment be done by another qualified person who is not connected with the welfare department.

I agree to continue to look for a job until my assessment.

I agree to accept a job if one is offered to me, unless I have a good reason not to. I have been told what these reasons could be.

I understand that I do not have to accept a job if I would end up with less income than if I stayed on cash aid.

C. I need these supportive services to participate.

	YES	NO
Child Care: I need the welfare office to help me arrange and/or pay for child care for my child(ren) who are under 12 years old. I agree to give the welfare office proof of my child care costs if they ask me.	☐	☐
Transportation: I need the welfare office to pay for my transportation to and from the assignment and to and from my child care provider. I agree to give the welfare office proof of my transportation costs if they ask me.	☐	☐
Work or Training Related Expenses: I am required to have extra things like special clothes, books or tools for this assignment. I need the welfare office to pay for these extra things. I agree to give the welfare office proof of these extra expenses if they ask me.	☐	☐
Personal Counseling: I can request personal counseling if I need it to help me with problems that affect my participation, and the county will arrange it for me if it is available under services the county already has. I need the county to arrange personal counseling for me.	☐	☐

II. COUNTY WELFARE DEPARTMENT RESPONSIBILITIES

A. The welfare department agrees to help you arrange child care if you need it to participate. The welfare department agrees to pay for your child care costs that are within the normal range of costs for child care in the area where you live. The specific child care arrangements will be kept in your case file and will be binding as part of this contract.

☐ You do not need paid child care because ______________________

B. The welfare department agrees to pay for necessary transportation expenses to and from the assignment, including transportation for you and your child(ren) to and from child care, based on the following rates:

☐ Public transportation: ______________________

☐ Other ______________________

☐ You do not need paid transportation because ______________________

C. The welfare department agrees to pay for appropriate work or training related expenses.

☐ You do not have any work or training related expenses at this time.

D. The welfare department agrees to arrange for personal counseling for you if the county determines you need it and the service is available under existing county services.

☐ You do not need personal counseling at this time.

☐ Personal counseling is not available under existing county services at this time.

E. The welfare department agrees to keep the specific arrangements for supportive services in your case file and to give you a copy of those arrangements.

III. ADDITIONAL PROVISIONS

A. I understand that I do not have to participate until the specific arrangements for child care, transportation, work and training related expenses and/or personal counseling have been made. I understand that the details of these arrangements will be kept in my case file and will be binding as part of this contract. I understand that I will be given a copy of the arrangements.

B. I understand that I must tell the welfare worker (______________________ NAME at ______________ PHONE NUMBER) any time my supportive services arrangements or needs change, and that these changes will be written down and kept in my case file. The latest arrangements agreed to between the welfare office and me will take the place of the arrangements in this contract and will be binding.

C. I understand that if I don't tell the welfare worker (______________________ NAME at ______________ PHONE NUMBER) of any changes in my child care, or in any other supportive services, the welfare office might not pay for the change in services.

D. I understand that I must keep participating in GAIN activities if I don't have a job when this assessment is finished, unless I become exempt or deferred. I understand that this contract will be amended at that time to show what my new requirements will be.

E. I understand that my cash aid may be handled by someone else, and that I may lose all or part of my cash aid if I fail or refuse to meet the requirements of this contract without a good reason. I have been told what these reasons could be.

F. I understand that this contract amendment replaces the specific provisions of the contract or amendment dated ______________.

G. I understand that I have three working days to think about the terms of this contract after I sign it. I understand that if I don't agree with the terms of this contract, I must tell the welfare worker (______________________ NAME at ______________ PHONE NUMBER) before ____________ TIME on ______________ DATE. I understand that if I don't tell the worker before then, the terms of this contract are considered final. I understand that if any changes to the terms of this contract are agreed to during the three-day consideration period, the changed contract will be considered final at ______________ TIME on ______________ DATE. I understand that I can take this contract to my legal aid office for advice.

PARTICIPANT'S PRINTED NAME

PARTICIPANT'S SIGNATURE | DATE

COUNTY WELFARE DEPARTMENT REPRESENTATIVE'S PRINTED NAME

COUNTY WELFARE DEPARTMENT REPRESENTATIVE'S SIGNATURE | DATE

STATE OF CALIFORNIA — HEALTH AND WELFARE AGENCY

DEPARTMENT OF SOCIAL SERVICES

POST ASSESSMENT TRAINING
AMENDMENT #2

PARTICIPANT NAME	
CASE NUMBER	IDENTIFICATION NUMBER
WELFARE WORKER NAME	DATE

SPECIFIC PROVISIONS

I. PARTICIPANT RESPONSIBILITIES

A. I understand that I must meet the participation requirements of this contract amendment because

I have had an assessment and developed an employment plan. Based on the results of my assessment, my employment plan shows that training in the area of ______________________________ will best help me reach my goal. My goal under this program is to get a job in that area.

B. I agree to participate in the following training program(s):

TYPE OF TRAINING	
LOCATION	SCHEDULE

(Attach additional pages if more than one training program is agreed to.)

I agree to attend the training program as required, to make satisfactory progress, and to complete the program.

☐ If my assignment involves on-the-job training, supported work, or transitional employment, I agree to have my cash aid paid to my employer to help pay for my wages. I understand that as long as I participate, I will be paid at least as much as my cash aid would have been.

I understand that I have up to thirty days to request a change in assignments once the training is begun. I understand I can only request a change once. If the welfare department agrees to the change, I agree to amend the contract to reflect the change.

C. ☐ The training program that I agreed to attend does not begin until ______________________. I agree to participate in the following job search activity until I begin the training program.

TYPE OF JOB SEARCH ACTIVITY	
LOCATION	SCHEDULE

D. I agree to accept any job that fits the goals of my employment plan. I understand that by accepting a job, I may go off of cash aid.

E. I need these supportive services to participate.

	YES	NO
Child Care: I need the welfare office to help me arrange and/or pay for child care for my child(ren) who are under 12 years old. I agree to give the welfare office proof of my child care costs if they ask me.	☐	☐
Transportation: I need the welfare office to pay for my transportation to and from the assignment and to and from my child care provider. I agree to give the welfare office proof of my transportation costs if they ask me.	☐	☐
Work or Training Related Expenses: I am required to have extra things like special clothes, books or tools for this assignment. I need the welfare office to pay for these extra things. I agree to give the welfare office proof of these extra expenses if they ask me.	☐	☐
Personal Counseling: I can request personal counseling if I need it to help me with problems that affect my participation, and the county will arrange it for me if it is available under services the county already has. I need the county to arrange personal counseling for me.	☐	☐

II. COUNTY WELFARE DEPARTMENT RESPONSIBILITIES

A. The welfare department agrees to help you arrange child care if you need it to participate. The welfare department agrees to pay for your child care costs that are within the normal range of costs for child care in the area where you live. The specific child care arrangements will be kept in your case file and will be binding as part of this contract.

☐ You do not need paid child care because: ____________________

____

B. The welfare department agrees to pay for necessary transportation expenses to and from the assignment, including transportation for you and your child(ren) to and from child care, based on the following rates:

☐ Public transportation: ____________________

☐ Other: ____________________

☐ You do not need paid transportation because ____________________

____

C. The welfare department agrees to pay for appropriate work or training related expenses.

☐ You do not have any work or training related expenses at this time.

D. The welfare department agrees to arrange for personal counseling for you if the county determines you need it and the service is available under existing county services.

☐ You do not need personal counseling at this time.

☐ Personal counseling is not available under existing county services at this time.

E. The welfare department agrees to keep the specific arrangements for supportive services in your case file and to give you a copy of those arrangements.

F. The welfare department agrees to allow a change to another training assignment that fits your employment plan. A change will be allowed only once, and must be requested within 30 days of starting the training assignment agreed to in this contract.

III. ADDITIONAL PROVISIONS

A. I understand that I do not have to participate until the specific arrangements for child care, transportation, work and training related expenses and/or personal counseling have been made. I understand that the details of these arrangements will be kept in my case file and will be binding as part of this contract. I understand that I will be given a copy of the arrangements.

B. I understand that I must tell the welfare worker (____________________ at ____________) any time my
NAME PHONE NUMBER
supportive services arrangements or needs change, and that these changes will be written down and kept in my case file. The latest arrangements agreed to between the welfare office and me will take the place of the arrangements in this contract and will be binding.

C. I understand that if I don't tell the welfare worker (____________________ at ____________) of any
NAME PHONE NUMBER
changes in my child care, or in any other supportive services, the welfare office might not pay for the change in services.

D. I understand that I must keep participating in GAIN activities if I don't have a job when this assignment is finished, unless I become exempt or deferred. I understand that this contract will be amended at that time to show what my new requirements will be.

E. I understand that my cash aid may be handled by someone else, and that I may lose all or part of my cash aid if I fail or refuse to meet the requirements of this contract without a good reason. I have been told what these reasons could be.

F. I understand that this contract amendment replaces the specific provisions of the contract or amendment dated ________

(CONTINUED)

G. I understand that I have three working days to think about the terms of this contract after I sign it. I understand that if I don't agree with the terms of this contract, I must tell the welfare worker (________________ at ____________) before ________ on ________________.
(NAME) (PHONE NUMBER) (TIME) (DATE)

I understand that if I don't tell the worker before then, the terms of this contract are considered final. I understand that if any changes to the terms of this contract are agreed to during the three-day consideration period, the changed contract will be considered final at ________ on ________. I understand that I can take this contract to my legal aid office for advice.
(TIME) (DATE)

PARTICIPANT'S PRINTED NAME

PARTICIPANT'S SIGNATURE DATE

COUNTY WELFARE DEPARTMENT REPRESENTATIVE'S PRINTED NAME

COUNTY WELFARE DEPARTMENT REPRESENTATIVE'S SIGNATURE DATE

APPENDIX B

SUMMARY DESCRIPTION OF WIN DEMONSTRATION PROJECTS *

1. Arizona

The Arizona WIN Demonstration began June 1, 1982. The major feature is a three week intensive employment search workshop. The first week focuses on building confidence and self-esteem; the second week on developing good interviewing skills; and the final week on ways of identifying potential employers and the use of the telephone in scheduling job interviews. Those who are not successful in finding a job in this three week period receive a vocational and academic assessment. The results of this assessment and the judgment of the local office determine the selection and sequence of subsequent components. These other components include job motivation workshops and marketable skills training.

Effective May 1, 1982, Arizona began operating a section 1115 research and demonstration waiver project that allows the Department of Economic Security (DES) to require registration by parents with children between the ages of three and six years.

2. Arkansas

The Arkansas WIN Demonstration, also known as Project Success, began on September 30, 1982. Project Success emphasizes immediate and continuous job search. Each county Project Success unit requires recipients to participate in Job Club, Job Search, and, in those counties that offer it, Work Experience. Job Club is generally the initial component assignment. It provides group employment counseling and training in effective job search techniques in five to ten three hour sessions. Recipients who are still unemployed after completing Job Club are assigned to Job Search to continue actively seeking employment. After completing Job Search, participants may be assigned to a Work Experience position. In the Work Experience component, registrants are involved in developing job skills and improving work habits through unsalaried job training. Registrants may work up to 30 hours per week for a maximum of 12 weeks for each Work Experience Assignment.

In conjunction with its WIN Demonstration, Arkansas operated a section 1115 research and demonstration waiver project that permits the State's Department of Human Services (DHS) to require mothers with children between the ages of three and six years to register for Project Success unless otherwise exempt.

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*Prepared by the Department of Health and Human Services.

3. California

The California WIN Demonstration project began January 1, 1985, and is operational in 32 counties, comprising 95% of the State's caseload. The objectives of the program are to increase the number of AFDC registrants who receive employment services; to increase the number of registrants who enter employment; and to decrease WIN-related quality control errors. County welfare departments register and assess participants; the State Employment Development Department, under contract, prepares employability plans for each participant and conducts job search workshops. In six counties, applicants are referred to a five-day job search workshop, followed by a maximum of ten days at the phone bank and, if necessary, up to 40 days of independent job search. In the remaining counties, recipients are referred to a three-day job search workshop, followed by up to 40 days of independent job search. During the individualized job search period, employment specialists specify each individual's minimum job search contacts based on the local labor market and the individual's skills and circumstances.

In San Diego, the "Saturation Work Initiative Model" (SWIM) is testing the impact of involving at least 75 percent of WIN registrants in various work and training activities, including job search, CWEP, and training. The project is in its third year.

California is currently implementing the GAIN (Greater Avenues for Independence) program, a waiver-only 1115 project. GAIN proposes to provide work-related activities and services to all employable welfare recipients and to require their ongoing, open-ended participation in one or more work activities until they are employed. The program uses a case management approach of close contact with the participant and ongoing monitoring of activities.

Under the program, each county is responsible for developing its own work program design. Within two years, the county must submit a plan which is then subject to the approval of the State. It is currently operational in 9 counties, and must be implemented statewide by September 1988. The total eligible caseload must be served by September 1990. County plans must include a minimum array of services including a variety of job services such as job search, training, work experience, education, and support services. Specific participation and service requirements for participants are established in individual contracts between registrants and the county.

With certain exceptions, registrants are expected to participate in job search first. Where this is unsuccessful, employment goals are established, and education or training is normally provided.

Child care is provided for program participants and for former recipients who have recently transitioned into regular employment.

The program provides a broad definition of "good cause" for failing to participate and an extended conciliation period prior to the imposition of a sanction.

4. Connecticut

The Connecticut WIN Demonstration, "The Job Connection," began on October 1, 1985. It is operational statewide and serves all applicants and recipients. Department of Human Resources staff interview each client, gather the necessary data to design the employability plan, arrange for any necessary supportive services, and refer participants to the Department of Labor for individual or group job search or referral to training and education. The State Department of Income Maintenance also operates job search statewide, focusing on unemployed parents, and grant diversion in four districts, focusing on long-term recipients.

The State also operates a voluntary program for long-term recipients (10 years or more) emphasizing remedial education and training.

5. Delaware

The Delaware WIN Demonstration began on April 1, 1982. Applicants and recipients who are registered and assessed for the WIN Demonstration may participate in any of the following program components: Job Factory; Job Readiness Training, Work Experience; Education or Training; or Independent Job Search (IJS). There are also three separate programs that target services to groups with particular needs. The State's Job Factory component was closed temporarily in February, 1985, but reopened in January, 1986.

6. Florida

The Florida WIN Demonstration began on April 1, 1982. The program includes Orientation, Job Search and Job Club, and education and training activities. Program emphasis centers on individual and group Job Search, OJT, and vocational training.

The State has increased the emphasis on use of Job Clubs for direct job entry of recipients in jobs, rather than on the earlier combination of training and placement.

Florida began operating a Grant Diversion program called TRADE in October of 1983. Operating in conjunction with the WIN Demonstration and the State's JTPA, Grant Diversion places recipients in OJT positions that are expected to convert to unsubsidized employment.

7. Georgia

The Georgia WIN Demonstration began January 1, 1985. It is operational in 7 urban counties. Participants are first assessed to determine job readiness and barriers to employment. Those deemed job-ready enter structured independent job search, group job search, or job club for two months. If the participant is still not employed, he or she is reassessed. Those who are not job ready may enter institutional training (such as JTPA), on-the-job training, or CWEP. The State contracts with Employment Services for employment and support services.

8. Illinois

The Illinois WIN Demonstration began July 1, 1982. The central feature of the program is Independent Job Search (IJS). Participants are required to contact twenty employers each month and to spend at least one day every other week in the office to confirm contacts and improve job search techniques. The IJS activity continues for at least two months unless a participant obtains a job sooner. For those not finding a job, a more detailed employability assessment follows IJS participation. The assessment determines the sequence of components, including educational training, Job Clubs and Work Experience.

In February 1984, the State added a regular work experience component called the Illinois Work Experience Program, or IWEP. Assignments in IWEP are limited to the regular maximum WIN duration of 13 weeks.

The State has added two educational components: adult basic education and employability skills training. The adult basic education component, conducted by the State's public school system, is available for those lacking a high school diploma. The employability skills curriculum, conducted by the State's community colleges, is a week-long intensive orientation to the world of work. It is offered selectively after the first week of IJS where an individual need has been identified. Funding and technical assistance are provided by the State's JTPA program.

9. Indiana

Indiana's WIN Demonstration started September 30, 1985, and operates in 24 counties. Certain functions are provided under contract by the Employment Services Department; others by the Department of Public Welfare. After an assessment of job history and skills, education, and necessary support services, participants enter job search or other activities, such as work experience or classroom training (including basic skills, GED, or short-term vocational training). The State makes a special effort to coordinate with education and training offered through the vocational and technical education system and JTPA.

10. Iowa

The Iowa WIN Demonstration began September 30, 1983, in the same 47 counties in which the State has operated its Individual Education and Training Plan (IETP) since 1969. Iowa's WIN Demonstration consists of two models that operate in different parts of the State: the WIN model and the Coordinated Manpower Services (CMS) model. Services in the WIN model are provided jointly by the Iowa DHS and by the Job Service under contract to DHS. Services in the CMS model are provided solely by DHS. The principal difference is that the WIN model includes significant individual job search, while the CMS model includes work experience assignments. In both models, classroom training is provided when necessary through IETP. Also offered is a Job Club, a structured four-hours-per-day, four-week course. One week is training and three weeks are active telephone employer contacts.

The service group priorities start with primary earners in Unemployed Parent cases, and proceed to volunteers, all other unemployed registrants, and those already employed part-time.

11. Maine

The Maine WIN Demonstration began April 1, 1982. The program is operated as a component of the State's Welfare Employment, Education and Training (WEET) program. The program concentrates on job preparation and training. These activities may vary locally and include institutional training provided by colleges, vocational or remedial education, or on-the-job training. Job Search activities are reserved for those who are assessed as being job ready.

Effective October 1983, Maine implemented a Grant Diversion program entitled "Training Opportunities in the Private Sector" or TOPS. Grant Diversion is run jointly with JTPA, although the level of JTPA involvement varies among the regions in the State. Selection of participants for Grant Diversion centers on single mothers who are unemployed at registration and have been AFDC recipients for at least six consecutive months at program entry. Participants are provided with prevocational training, and field training (up to twelve weeks in a work experience assignment, with the support of Training Related Expenses) as appropriate. They are then placed in private sector on-the-job training positions that are expected to become unsubsidized employment at the end of six months.

12. Maryland

The Maryland WIN Demonstration began on September 30, 1982. Baltimore City and Wicomico County operated under the WIN Demonstration while the remaining counties continued to operate the regular WIN program. The two WIN Demonstration counties were allowed to choose from among the following components: Job Club, institutional training, work experience, and on-the-job training. Also operating in Baltimore City and Wicomico County is a section 1115 research and demonstration waiver project called the Employment Initiatives Project. Its purpose is to test an alternative work program that offers a menu of employment activities for the participant provided through a consolidation of local resources from title IV-A, social services, and employment service agencies.

13. Massachusetts

The State's original WIN Demonstration began in April, 1982, and was called the Comprehensive Work and Training Program, or WTP. Its central feature was known as Diversion and included four alternatives: direct job entry, supported work, education or training, and a five-week job search. Those not regarded as suitable for the first three alternatives were placed directly into the five-week job search.

A major redesign of the State's WIN Demonstration resulted in the E.T. (Employment and Training) program, which began in October, 1983. Under E.T.:

1) The State appropriated a major expansion of State funds, principally for child care.

2) WIN mandatory recipients must register with E.T., as with the former WIN program. However, the State now emphasizes voluntary aspects of participation in E.T. by drawing attention to the several choices participants have among the program components, based on their own employment goals. These include basic education, skills training, job referral, career counseling, and supported work services.

3) The State instituted an extensive marketing approach to both the employer community and the welfare recipient community to increase the level of employment for welfare recipients.

4) The DPW negotiated performance-based contracts for various

training and placement services with other State and private agencies.

14. Michigan

The Michigan WIN Demonstration program, known as the Education and Training Program (ETP) began April 1, 1982. The program changed the emphasis in WIN from traditional job development and job placement to a new emphasis on self placement. The primary assignment was to structured Job Search or Job Club lasting up to four weeks. Those who were unemployed at the conclusion of this assignment are screened by ETP for assignment to adult basic education, other classroom vocational training, or CWEP. The counties have been free to vary this basic sequence and to develop their own additional work or training components. CWEP is frequently used prior to Job Search or Job Club to update or establish a work history.

The Michigan CWEP program also began April 1, 1982. In addition, since March 1, 1982, Michigan has operated a section 1115 research and demonstration waiver project. The original set of waivers included permitting the State's Department of Social Services (DSS) to require registration with ETP by three additional groups of recipients: 1) mothers with children between the ages of six months and six years unless otherwise exempt; 2) those employed more than 30 hours per week; and 3) second parents in AFDC/UP cases. The waiver project also permitted the State to sanction those who quit or voluntarily reduced their hours on a job.

Effective June 1, 1985, the State received approval for two changes in its section 1115 research and demonstration waiver project. First, the registration requirement for second parents in AFDC UP cases was dropped. Second, a registration requirement was added for 16-to-20 year old recipients not in school and without a high school diploma or GED.

The State passed legislation in early 1984 that significantly altered both exemption and participation criteria not only for the State's WIN Demonstration, but also for several work programs for GA recipients. The legislation also changed the focus of the programs to more vocational rehabilitation and skill training, and shifted participation criteria to the harder-to-employ. The new program was called the Michigan Opportunities and Skills Training, or MOST, and became effective in April 1984. MOST established a series of explicit exemptions from mandatory participation (not from registration). These participation exemptions included:

a. three or more minor children under age 16;
b. over age 55;
c. youngest child under six months of age;
d. participation in a substance abuse rehabilitation program;

e. resident in a mental institution within the last five years;
f. in prison within the last two years;
g. already participating in job training or education approved by DSS.

The MOST legislation also established participation criteria for selected groups. For instance, mothers between the ages of 16 and 20 (now required to register under a provision of the State's section 1115 waiver project) who lack a high school diploma are directed exclusively to educational activities for job skills or a GED, if child care is available. Finally, the MOST legislation authorized both a Grant Diversion program under section 414 of the Social Security Act, and a teenage pregnancy prevention program. These are operated in conjunction with the State's WIN Demonstration. Effective October 1, 1985, the State initiated its Grant Diversion program in eight counties.

15. Nebraska

Nebraska's WIN Demonstration began in October of 1982. The program concentrates on Job Search. Individual Job Search participants are required to make six employer contacts each week, and to visit the office one day each week to confirm the contacts. A more structured Group Job Search component includes a one-week workshop that prepares participants for employment, followed by a week of telephoning employers to arrange job interviews. Other components include remedial education, training and OJT. The State leaves to the counties the determination of sequence of components.

There has been extensive cross-training of staff in order to facilitate the State's expansion of coverage without major staff increases. While the variety of components has not changed since the first year, the program's emphasis has been shifted towards Group Job Search.

In May 1985, Nebraska began operating its "Job Support Project" under a section 1115 research and demonstration waiver. This project allows the DSS to require registration by parents with children between the ages of three and six years. The project is expected to enlarge the State's mandatory registrant population by 15 to 20 percent. The State expects an increase over time in the levels of job entries of about 25 percent.

16. New Jersey

The New Jersey WIN Demonstration began on October 1, 1982. Each county must operate components that include Group Job Search, OJT, and Work Experience. Each county then determines appropriate component structure and usage. Thus, in six counties Job Search is usually the initial component, while in the other seven counties, it is selectively assigned after an employability assessment.

In September 1983, the State received approval to operate a section 1115 research and demonstration waiver project for a Grant Diversion program in four counties. Five additional counties later asked for and received State authority to implement this component. Participation in Grant Diversion since its inception has exceeded 200 registrants. Of the 50 percent who complete Grant Diversion, nearly all convert to unsubsidized employment.

17. New York

The New York WIN Demonstration began May 1, 1985, and is operating in nine counties and New York City (together comprising 85% of the State's caseload). The State Department of Social Services contracts with the State Department of Labor for employment and training services. After appraisal and development of an employability plan, recipients may participate in supervised job search, job clubs, vocational counseling, institutional training, WIN-OJT, WIN work experience, training, or unsubsidized employment. In addition, the State has CWEP in 20 counties and has an 1115 project to operate grant diversion in 36 counties.

New York is also operating a Modified WIN (ModWIN) 1115 project in 27 counties not under WIN Demo. Under ModWIN:

- There are no mandated support services
- There is a 120-day limit on enrollment and registration
- State criteria for employability, rather than WIN criteria, apply
- There is a minimum of paperwork and streamlined procedures.

18. Oklahoma

The Oklahoma WIN Demonstration began on January 1, 1982, as the Oklahoma Employment and Training program. The State combined its WIN Demonstration with a CWEP program. In April, 1983, the State's Department of Human Services (DHS) added a title IV-A Job Search program for the entire State. The State retained several of the regular WIN components, including Orientation, Job Search, OJT, and Vocational Training. The State has operated a section 1115 research and demonstration waiver project in conjunction with the WIN Demonstration. The waiver permits the DPW to require mothers with children under age 6 to register unless otherwise exempt. The State estimates that this waiver provision accounts for approximately 65 percent of all registrants on hand, and for a similar percentage of all of the WIN Demonstration job entries. The State added a Grant Diversion program effective December 1, 1986, with an initial annual objective of 500 participant positions.

19. Oregon

The Oregon WIN Demonstration began January 1, 1982. The major feature of the program is job search for AFDC applicants and recipients. Applicants are required to participate in job search activities (up to 45 days) as a condition of eligibility for AFDC. Recipients are required to participate in job search for unlimited periods of time with a two-week break every six months. AFDC recipients in a self-financed training program may be suspended from job search for up to 92 days (with exceptions up to one year). Job Search is preceded by a program orientation and employability assessment where an action plan is developed and signed by each registrant. The action plan is updated biennially. Other activities available to WIN Demonstration registrants include referrals to JTPA training and OJT.

Oregon continues to operate its section 1115 research and demonstration waiver project entitled Coordinated Job Placement Project, or CJPP. The CJPP makes job search mandatory for applicants and requires WIN Demonstration registration for mothers or other caretaker relatives with children between the ages of three and six.

Effective January 1, 1984, a short term training activity called "Preparation for Guaranteed Employment" was implemented for registrants deemed to be relatively hard to place.

Effective March 1, 1985, the CJPP was amended. A section 1115 research and demonstration waiver was approved that allows Oregon to include a 30-day fixed sanction period for failure to participate without good cause. If the registrant agrees to participate during the sanction period the AFDC grant may be restored.

20. Pennsylvania

The Pennsylvania WIN Demonstration began September 30, 1982, as the Work Registration Program, or WRP. The program established a six month cycle designed to be repeated by all mandatory registrants until they become exempt or leave AFDC. A major purpose was to avoid the State's difficulties in the former WIN program with large numbers of unassigned mandatory recipients.

The State's WRP cycle starts with two sequential fifteen-day periods of Job Search. The first was operated by the State's Office of Employment Security (OES). The second segment was called Pennsylvania Employables Program, or PEP, and was operated by county welfare offices for those who did not get a job during the first segment. The PEP operation originally included two tools not available to the OES segment: contract use of private employment agencies; and an authorization from the State for a State income tax credit analogous to the federal Targeted Jobs Tax Credit.

The State began operation of a CWEP program in March, 1983. A five-month assignment to CWEP is standard for recipients who had not gotten a job in either of the fifteen-day job search activities. Those still on AFDC at the end of the sixth month are recycled as new WRP registrants, to repeat the six-month program.

Operating concurrently with WRP is a section 1115 research and demonstration waiver project which:

1. tightens the standard illness and incapacity exemption
2. requires recipients otherwise designated as remote from a WRP site to accept locally available jobs;
3. change the sanction periods from 3 and 6 months, respectively, to 2 and 3 months.

In addition, the State has been operating a saturated work program in Philadelphia to test the effects of requiring participants to be active in a range of work activities. The project is in its third year.

21. South Dakota

The South Dakota WIN Demonstration began on April 1, 1982. Registrants are first assigned to 60 days in Job Search. Those who do not find a job are then assigned to specific work sites in the State's CWEP program. The State also retains the former WIN components of OJT, and uses a "Suspense" status to keep the recipient registered with the Demonstration for the duration of the non-WIN work activity, for eligibility and reporting purposes.

The State has added to their OJT program a Job Related Education option designed to enable participants to acquire or develop skills to enhance their value to their OJT employers. Apart from CWEP participants, the State will now make available a $3.00 per day training allowance for up to 10 days when there are identified travel difficulties or limited economic resources.

22. Tennessee

Tennessee's WIN Demonstration, the VICTORY Network Program, began October 2, 1985, and is operational in 40 counties. In certain counties the Department of Human Services provides the program services, while in others the Department of Employment Security or JTPA provides the services under contract to DHS. After assessment, job-ready participants enter individual job search, job clubs, or OJT. Those who are not job ready may be referred for GED testing, purchased skill training, work experience, OJT, or JTPA training.

Literacy assessments are available in some counties through the Adult Basic Education Department. In addition, Shelby County has a special linkage with the Memphis school system for intervention with young school dropouts.

23. Texas

The Texas WIN Demonstration began on March 4, 1982. The primary component is called Independent Job Search, and concentrates on individual employment counseling and direct placement. Group Job Search, or Job Clubs, previously used in the regular WIN program, were retained only in a few of the larger offices, due to lack of space and limited staff. A period of initial job search, varying in duration with the individual needs of the participants, is a requirement in some offices for virtually all applicants, with necessary assistance provided from the Texas Employment Commission (TEC) or the Department of Human Services (DHS).

The title IV-A Job Search program that began as a thirteen county pilot in April 1983, became a statewide program as of October 1, 1984. This program is separate from the WIN Demonstration, but in WIN Demonstration counties provides job search activity support. The State also uses private for-profit and non-profit job placement services on a contract basis for additional job search services.

24. Virginia

Virginia's WIN Demonstration, the Employment Services Program (ESP), began January 1, 1983, for applicants, WIN-mandatory recipients, and volunteers. The components are individual or group job search (up to four weeks, to be repeated every six months), work experience, and education and training (such as JTPA training, basic education and GED preparation, or privately operated training programs). The work experience component focuses on the development of work habits, positive work attitudes, and understanding of the employer-employee relationship. After 13 weeks of work experience, participants are reassessed and may be reassigned to work experience or to another component. Registrants referred for further education or training must complete this activity within the shortest time possible, generally no longer than one year.

25. West Virginia

The West Virginia WIN Demonstration began on September 27, 1982. Since its inception, the program has concentrated on Work Experience, as well as Job Search, and has fewer training activities as compared to the predecessor WIN program. The State had initiated a CWEP program in January of 1982. It became an integral part of the WIN Demonstration, and has been by far the State's largest initial program component. The State also retained three of the WIN components: Job Search, OJT, and Vocational Training. Recipients with a recent work history or high school completion go directly into this job search.

In July of 1983, CWEP was expanded to include WIN mandatory single heads of households. At the end of 1984, CWEP was further expanded to include volunteers. Previously, CWEP had been used primarily for registrants from AFDC-UP cases.

26. Wisconsin

The Wisconsin Employment Opportunities Program (WEOP) was implemented on September 30, 1985. The Department of Health and Social Services (DHSS) administers WEOP but has subcontracted with the State's Job Service to provide WEOP services. In addition, DHHS subcontracted with the State's Department of Vocational Rehabilitation and seven community based non-profit agencies to provide WEOP services in twelve counties not covered by Job Service offices. Phase I of WEOP is a 3-to-5 hour job search skills workshop, and eight weeks of independent job search with a mid-point progress conference. Phase II is for those who do not find a job in Phase I, and involves eight weeks of Group Job Search Activity, beginning with a five-day Job Club session, and including daily contact between recipient and WEOP staff.

APPENDIX C

EXCERPTS FROM "FINDINGS ON STATE WELFARE EMPLOYMENT PROGRAMS," PUBLISHED BY THE MANPOWER DEMONSTRATION RESEARCH CORPORATION, JANUARY 1987

INTRODUCTION

The following information is based on the first five completed studies in a multistate Demonstration of State Work/Welfare Initiatives, conducted by the Manpower Demonstration Research Corportation (MDRC). The programs represent innovative responses by states to the administrative and programmatic flexibility offered in the Omnibus Budget Reconciliation Act of 1981, intended to strengthen the connection between work and welfare. These initiatives replaced or supplemented the Work Incentive (WIN) Program in the areas where they operated.

The population studied is primarily female heads of households who qualify for the nation's largest cash assistance welfare program, Aid to Families with Dependent Children (AFDC). In most cases, only mothers with school-age children—i.e., the "WIN-mandatory" group, approximately one-third of the total caseload—were targeted for participation.

The studies discussed here cover welfare employment programs operated in San Diego (California), Baltimore (Maryland), and selected counties in Arkansas, Virginia and West Virginia. At its conclusion, the demonstration will also include full evaluations of a mandatory job search and work experience program in Cook County, Illinois, and voluntary grant diversion programs in New Jersey and Maine.

This five-year research has been funded by the Ford Foundation, matched by grants from participating states and two other foundations—the Winthrop Rockefeller and the Claude Worthington Benedum Foundations. The Congressional Research Service of the Library of Congress has also provided support.

THE MDRC FINDINGS

What do the MDRC findings contribute to the welfare reform debate?

First, because the programs MDRC studied involve different strategies, welfare populations, geographic locations and labor market conditions, they provide important information about the implementation and effectiveness of work programs across a range of conditions.

Second, MDRC measures the success—or effectiveness—of welfare employment programs in terms of "impacts." Individuals in the study sample were randomly assigned to two groups: those in the experimental group were required to participate in the program; those in the control group could not. After a follow-up period, the earnings, employment and welfare receipt of the experimentals were compared to those of the controls; the differences between the two are the program impacts.

Impact measures are better indicators of program effectiveness than absolute levels of job placements or welfare departures because they take into account the fact that many welfare recipients find jobs on their own or leave the welfare rolls for other reasons. The control group represents the employment and welfare patterns that would occur without a program.

What kinds of programs did MDRC evaluate?

The five programs used a variety of strategies to move AFDC recipients into employment. All required participation as a condition of receiving AFDC grants. The most common method was job search, either by itself or in combination with unpaid work experience, as in San Diego and Arkansas. Virginia required job search of everyone, and offered unpaid work experience as a later option. Baltimore provided a range of education and training activities, while West Virginia offered only unpaid work experience. In this state, participants were expected to continue to work as long as they remained on welfare.

For the most part, these were relatively low-cost, short-term interventions. Typically, group job search lasted from two to four weeks, and work experience lasted 13 weeks. Two of the programs were operated statewide, and none targeted the entire AFDC caseload. Instead, participation was required only from the WIN-mandatory segment of the caseload and, in some cases, only from new registrants.

Are such programs effective in raising earnings and employment levels for AFDC recipients?

~~On the~~ whole, yes. In all but one location, the percentage of experimentals who held unsubsidized jobs during the study period was greater than the percentage of controls with jobs—greater by between 3 and 7 percentage points. In San Diego, for example, the employment rate of the experimentals over 15 months was 6 percentage points higher than that of the controls (61 percent compared to 55 percent.)

The average earnings of the experimentals were also higher than those of the control group. During the 15-month follow-up period in San Diego, the average total earnings per experimental (including non-earners as well as earners) were $700 higher than the $3,100 earned, on average, by the controls—a 23 percent increase.

Similar effects were found in the other states, except for West Virginia. Here the rural nature of the state and high unemployment severely limited job opportunities. As anticipated by program planners, who nevertheless wanted to keep up skills and morale, a long-term work experience program did not raise either earnings or employment rates.

Do these programs reduce AFDC costs?

Some of the programs (San Diego, Arkansas, and Virginia) produced small welfare savings. These findings are consistent with other studies showing that increases in earnings and employment do not translate into welfare savings of the same magnitude. In Arkansas, the average savings over nine months was $93, reflecting an 11 percent decline in the average $865 welfare payment made to controls (including those both on and off the rolls). In San Diego, the average saving of $288 per experimental over 18 months represented an 8 percent reduction in welfare costs, down from $3,700 per control.

What did the programs cost to operate?

They were relatively inexpensive. The average cost per experimental ranged from $165 for job search in Arkansas to $1,050 in the Baltimore program, where participants enrolled in education and training services as well as job search and work experience.

Are these work strategies cost-effective from the government's standpoint?

Three of the studies showed that the initial investment of funds would result in budget savings for the government within a five-year time frame or less. In two states, the pay-back period would be longer.

Do experimentals gain more from their increased employment than they lose because of higher taxes or reduced transfer payments?

In three studies (San Diego, Baltimore, and Virginia), the experimentals came out ahead, on average. Experimentals were not better off in Arkansas, a low-grant state where recipients who go to work are likely to have their AFDC case closed, or in West Virginia, where there were no earnings gains.

KEY CHARACTERISTICS OF STATE WELFARE EMPLOYMENT INITIATIVES

	Progam model	Study area	Target group
Arkansas	Job search workshop followed by individual job search and 12 weeks of unpaid work experience.	2 Counties	WIN-mandatory AFDC applicants and recipients including women with children aged 3 to 5.
San Diego, California	Job search workshop followed by 13 weeks of unpaid work experience.	County-wide	WIN-mandatory AFDC and AFDC–U applicants.
Baltimore, Maryland	Multi-component, including job search, education, training, on-the-job training and 13 weeks of unpaid work experience.	10 of 18 welfare offices	WIN-mandatory AFDC and AFDC–U applicants and recipients.
Virginia	Job search followed by 13 weeks of unpaid work experience, education or training.	11 of 124 local welfare agencies representing the statewide program.	WIN-mandatory AFDC applicants and recipients.
West Virginia	Unpaid work experience of unlimited duration.	9 of 27 administrative areas representing the statewide program.	WIN-mandatory AFDC and AFDC–U applicants and recipients.

If welfare employment programs produce only modest gains, are they worth operating?

Yes. These findings are striking because, with the exception of West Virginia where the economic circumstances are unusual, they show consistently positive outcomes across a wide range of environments. Moreover, most of the programs were cost-effective: within a relatively short time frame, program-induced savings offset the operating costs.

It is also important to note that the results are expressed as averages for a large number of individuals, some of whom gained little or nothing from the program (including those who never received any services), and others who gained more. Even relatively small changes multiplied by large numbers of people, can have considerable policy significance.

However, the limitations of these programs should also be recognized: welfare employment programs of this type are unlikely to move significant numbers of people out of poverty.

Are some program models more effective than others?

Overall, MDRC's findings do not point to a uniform strategy that merits national replication. Instead, a number of quite different approaches showed positive results. Because of the variety of conditions in which the programs were mounted—different target groups, different labor markets, different AFDC benefit levels—it would be inappropriate at this point to compare the relative size of the impacts.

Are work programs equally effective for the more disadvantaged segments of the caseload?

MDRC has often found that program impacts can be as great or greater for enrollees without recent work experience. This group will not have the highest employment rates, but its members show the greatest improvement compared to their control group. This is because individuals with a job history are more likely to get jobs on their own, even without participating in a program. It follows that administrators should not limit program eligibility to those who appear to be the most job-ready, but should more broadly target resources across the caseload.

Are these welfare employment strategies effective for the AFDC-U population?

In contrast to the primarily female AFDC population, the AFDC-U group is mostly male. The only reliable evidence on the impact on AFDC-U's comes from the San Diego study, where a program of job search and work experience had no effect on the earnings and employment of welfare earnings and employment of welfare fathers. Nevertheless, there were substantial welfare savings, in part due to the different sanctioning rules of the AFDC-U program.

These findings are in line with other studies that show employment and training programs to be less effective in raising earnings for adult men than adult women. The men are more likely to get jobs on their own, even without the assistance of a program.

What has MDRC learned about the feasibility of running large-scale, mandatory work experience or job search programs for AFDC recipients?

On the whole, the states and localities were successful in getting a substantial portion of the eligible caseload to participate, although most did not target the entire WIN-mandatory caseload.

The majority of the participants responded favorably to the unpaid work assignments; they liked their work and felt they were making a useful contribution. Many, however, believed that they were underpaid or that the employer was getting the better end of the financial bargain.

The work assignments were generally entry-level positions. They were not "make-work" positions, although they did not present much opportunity for skills development.

What does the MDRC study suggest about the participation levels in large-scale mandatory programs?

Participation rates will vary considerably, depending on how participation is defined and what services are offered. In the MDRC study, typically about half the WIN-mandatory caseload had participated in a required activity at some time within six to nine months, and an additional proportion were no longer receiving welfare. Depending on the program, between 9 percent and 25 percent of program eligibles remained on welfare throughout this period without participating. The highest ongoing level of participation was achieved in the AFDC–U program in West Virginia, where about 60 percent of the welfare fathers were active over a series of months.

These rates are not necessarily good indicators of the participation levels that could be expected if participation were measured differently, if program scale were greatly expanded, or if the obligation to participate were ongoing.

Are programs that use welfare grants to subsidize employment in the private sector showing good results?

With grant diversion, states use all or part of a recipient's AFDC benefit to subsidize wages paid in on-the-job training slots, usually in the private sector. A supplemental study by MDRC on grant diversion in several states found that the strategy is unlikely to result in a large number of private sector placements, at least in the short run. While grant diversion can be a useful funding mechanism under some circumstances, its administration remains complex.

Further study is underway in Maine and New Jersey to determine the impact and cost-effectiveness of the approach.

UNANSWERED QUESTIONS

What key questions about welfare employment programs remain unanswered by MDRC's findings?

Whether shorter-term (i.e., 9 to 18 months) impacts reported here will persist, increase, or decline over the longer-term.

Whether these relatively low-cost mandatory programs will prove effective for the most disadvantaged welfare recipients, such as those with substantial language barriers or educational deficiencies.

Whether it will be feasible to operate mandatory programs for a larger share of the AFDC caseload and produce the same results.

Among the unknowns are issues relating to administrative capacity, cost, worksite quality and potential displacement effects.

Whether, if women with younger children are involved, it will be feasible and cost-effective to provide the necessary child-care services, and what the demand for those services will be.

Whether longer, more costly, or more comprehensive programs—such as those providing education or vocational training—will yield greater impacts and prove cost-effective.

Whether similar programs run on a voluntary basis will yield the same results.

OVERALL LESSONS

What are the key policy lessons to have emerged from the MDRC Work/Welfare Demonstration?

That it is feasible for states, under certain conditions, to operate large-scale mandatory programs for the AFDC WIN-mandatory caseload.

That a variety of welfare employment programs can produce positive—but limited—impacts on earnings, employment and welfare receipt, while being cost-effective.

That people without a recent work history should not be excluded from participation in these programs because they can gain as much or more as others from these services.

MDRC is continuing to look at the open questions and at other issues in the remaining studies of its Work/Welfare Demonstration, in a separate analysis relating program impacts to the demographic characteristics of enrollees, and in a five-year evaluation of California's new welfare employment initiative, the Greater Avenues for Independence (GAIN) program. All three efforts should continue to inform discussions of welfare reform at the state and federal level.

PART IV

HEALTH PROGRAMS

A. Medicaid

Medicaid, authorized under title XIX of the Social Security Act, is a Federal-State matching program providing medical assistance for low-income persons who are aged, blind, disabled or members of families with dependent children. Within Federal guidelines, each State designs and administers its own program. Thus, there is a substantial variation among the States in terms of persons covered, types and scope of benefits covered and amounts of payments for services. Medicaid legislation in recent years has sought to control rising program costs, expand coverage of pregnant women and children, and permit States flexibility in administering their programs and providing more efficient services. Federal Medicaid outlays are estimated to total $28.1 billion in FY 1988. The State share in FY 1988 is estimated to be $22.4 billion. Tables D-1 and D-2 show Medicaid recipients and payments by State on the basis of eligibility status.

FEDERAL FINANCIAL PARTICIPATION

Federal Medical Assistance Percentage.—The Federal Government helps States share in the cost of Medicaid services by means of a variable Federal Medical Assistance Percentage which can range from 50 percent to 83 percent, though currently the highest rate is 78 percent. The Federal Medical Assistance Percentage for each State is based on the average per capita income of that State as compared to the United States. Prior to 1986, the Federal percentage was calculated biennially. The Consolidated Omnibus Budget Reconciliation Act of 1985 required an annual calculation of the Federal percentage.

TABLE D-1.—MEDICAID RECIPIENTS BY BASIS OF ELIGIBILITY—FISCAL YEAR 1985 [1]

[Recipients in thousands]

State	Total recipients [2]	Age 65 and older	Percent	Blind	Percent	Disabled	Percent	Dependent children under 21	Percent	Adults in families with dependent children	Percent	Other	Percent [3]
All jurisdictions	21,808	3,061	14	80	0.3	2,936	13	9,752	45	5,518	25	1,214	5
Alabama	316	85	27	1.7	.5	68	22	116	37	58	18	4	1
Alaska	24	2	8	.04	.2	2	8	11	46	5	21	3	13
Arizona [4]	NA												
Arkansas	197	51	26	1.3	.7	43	22	58	29	31	16	12	6
California	3,381	457	14	24	.7	493	15	1,355	40	856	25	196	6
Colorado	147	34	23	.2	.1	27	18	78	53	42	29	0	0
Connecticut	217	35	16	.2	.1	22	10	95	44	51	24	13	6
Delaware	41	5	12	.1	.2	5	12	20	49	11	27	2	5
District of Columbia	98	10	10	.06	.06	14	14	45	46	25	26	4	4
Florida	562	113	20	3	.5	105	19	226	40	110	20	6	1
Georgia	469	92	20	3	.6	101	22	205	44	108	23	2	.4
Hawaii	92	11	12	.2	.2	8	9	50	54	28	30	1	1
Idaho	39	6	15	.04	.1	6	15	18	46	8	21	.7	2
Illinois	1,063	76	7	1	.1	127	12	561	53	291	27	8	.8
Indiana	284	41	14	1	.4	39	14	143	50	76	27	.08	.1
Iowa	212	30	14	.8	.4	22	10	100	47	66	31	16	8
Kansas	142	24	17	.3	.2	19	13	71	50	35	25	2	1
Kentucky	408	57	14	2	.5	71	17	190	47	119	29	4	1
Louisiana	416	87	21	2	.5	68	16	173	42	82	20	4	1
Maine	124	21	17	.3	.2	19	15	63	51	37	30	0	0
Maryland	329	43	13	.4	.1	38	12	164	50	80	24	4	1

Massachusetts	523	105	20	7	1	71	14	185	35	119	23	37	7
Michigan	1,133	93	8	2	.2	137	12	629	56	349	31	67	6
Minnesota	357	56	16	.7	.2	36	10	139	39	92	26	34	10
Mississippi	300	64	21	2	.7	59	20	130	43	44	15	1	.3
Missouri	356	64	18	1	.3	52	15	150	42	85	24	4	1
Montana	47	6	13	.1	.2	7	15	20	43	14	30	0	0
Nebraska	94	15	16	.2	.2	10	11	39	41	23	24	5	5
Nevada	28	6	21	.4	1	5	18	11	39	7	25	1	4
New Hampshire	38	9	24	.3	.8	6	16	15	39	15	39	.2	.5
New Jersey	581	63	11	1	.2	72	12	298	51	152	26	15	3
New Mexico	87	12	14	.5	.6	16	18	41	47	18	21	.04	.1
New York	2,242	342	15	4	.2	291	13	986	44	482	21	137	6
North Carolina	343	63	18	2	.6	47	14	144	42	83	24	5	1
North Dakota	37	9	24	.07	.2	5	14	13	35	7	19	4	11
Ohio	1,045	97	9	2	.2	113	11	566	54	343	33	.1	0
Oklahoma	270	56	21	.5	.2	27	10	124	46	59	22	3	1
Oregon	153	20	13	1	.7	18	12	68	44	40	26	6	4
Pennsylvania	1,071	121	11	1.5	.1	132	12	570	53	270	25	75	7
Puerto Rico	1,571	0	0	1	.1	68	4	529	34	480	30	494	31
Rhode Island	101	21	21	.3	.3	18	18	39	39	22	22	1	1
South Carolina	238	46	19	2	.8	53	22	132	55	83	35	.3	.1
South Dakota	34	8	24	.1	.3	6	18	13	38	6	18	1	3
Tennessee	362	75	21	3	1	81	22	139	38	54	15	10	3
Texas	761	213	28	4	.5	108	14	288	38	145	19	3	.4
Utah	72	8	11	.08	.1	8	11	37	51	21	29	6	8
Vermont	50	7	14	.09	.2	7	14	22	44	13	26	1	2
Virgin Islands	17	1	6	.01	.1	.4	2	9	53	4	24	2	12
Virginia	303	56	18	1	.3	47	16	126	42	67	22	6	2
Washington	326	43	13	.4	.1	44	13	180	55	88	27	.6	.2
West Virginia	211	24	11	.3	.1	29	14	96	45	62	29	2	1
Wisconsin	473	75	16	1	.2	65	14	262	55	146	31	11	2

TABLE D–1.—MEDICAID RECIPIENTS BY BASIS OF ELIGIBILITY—FISCAL YEAR 1985 [1]—Continued

[Recipients in thousands]

State	Total recipients [2]	Age 65 and older	Percent	Blind	Percent	Disabled	Percent	Dependent children under 21	Percent	Adults in families with dependent children	Percent	Other	Percent [3]
Wyoming	20	3	15	.05	.3	1	5	7	35	8	40	.03	2

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[1] Source: Health Care Financing Administration, unpublished data.

[2] Totals may not add due to rounding, and due to duplicative eligibility during course of the year.

[3] "Others" includes primarily children in non-AFDC families.

[4] Arizona's Medicaid program is operated as a demonstration program.

TABLE D–2.—MEDICAID MEDICAL VENDOR PAYMENTS BY BASIS OF ELIGIBILITY OF RECIPIENT—FISCAL YEAR 1985 [1]

[Dollars in millions]

State	Total payments [2]	Age 65 and older	Percent	Blind	Percent	Disabled	Percent	Dependent children under 21	Percent	Adults in families with dependent children	Percent	Other	Percent [3]
All jurisdictions	37,508	14,096	37	249	0.6	13,203	35	4,414	12	4,746	13	798	2
Alabama	375	148	39	2.4	.6	145	39	35	9	42	11	1.5	.4
Alaska	66	17	26	.3	.4	25	38	8	12	7	11	7	11
Arizona	NA												
Arkansas	358	136	38	3.5	1	148	41	29	8	24	7	17	5

California	4,045	909	22	46.5	1	1,520	38	586	14	812	20	171	4
Colorado	316	101	32	3	1	142	45	41	13	28	9	0	0
Connecticut	595	296	50	1	.2	160	27	51	9	56	9	29	5
Delaware	70	28	40	.3	.5	23	33	9	13	9	13	1	1
District of Columbia	298	92	31	.3	.1	116	39	36	12	44	15	9	3
Florida	943	414	44	4.6	.4	326	35	91	10	101	11	6	.6
Georgia	760	247	32	6.8	.9	307	40	84	11	114	115	.7	.1
Hawaii	140	60	43	.5	.3	34	24	20	14	25	18	.6	.4
Idaho	76	28	37	.1	.1	32	42	8	11	8	11	.6	1
Illinois	1,653	334	20	5	.3	769	47	263	16	276	17	7	.4
Indiana	747	271	36	4	.5	281	38	87	12	103	14	.1	0
Iowa	360	112	31	1.7	.5	117	33	49	14	61	17	18	5
Kansas	256	90	35	.7	.3	92	36	33	13	29	11	12	5
Kentucky	540	163	30	4	.7	203	38	67	12	94	17	9	2
Louisiana	725	247	34	4.7	.6	296	40	82	11	89	12	7	1
Maine	232	106	46	.4	.2	75	32	24	10	28	12	.1	.1
Maryland	584	228	39	1	.2	161	28	102	17	88	15	4	.7
Massachusetts	1,432	621	43	30	2	507	35	104	7	129	9	42	3
Michigan	1,517	384	25	5.4	.4	551	36	215	14	299	20	61	4
Minnesota	1,000	434	43	4.8	.5	372	37	62	6	91	9	38	4
Mississippi	274	114	42	2	.7	90	33	40	15	28	10	.2	.1
Missouri	525	225	43	3.5	.7	171	33	54	12	59	11	2.5	.5
Montana	96	39	41	.3	.3	34	35	8	8	15	16	0	0
Nebraska	167	70	42	.8	.5	53	32	18	11	19	11	6	4
Nevada	66	23	35	1.3	2	28	42	6	9	6	9	1.5	2
New Hampshire	118	63	53	2	2	40	34	5	4	7	6	.2	.2
New Jersey	1,145	413	36	3.2	.3	381	33	141	12	168	15	38	3
New Mexico	148	40	27	2	1	65	44	21	14	20	14	.1	.1
New York	7,588	3,782	50	53	1	2,397	32	675	9	555	7	126	2
North Carolina	647	246	38	6	1	225	35	69	11	75	12	25	4
North Dakota	117	55	47	.1	.1	37	32	9	8	9	8	7	6
Ohio	1,767	532	30	5	.3	581	33	322	18	327	19	.8	.1

TABLE D-2.—MEDICAID MEDICAL VENDOR PAYMENTS BY BASIS OF ELIGIBILITY OF RECIPIENT—FISCAL YEAR 1985 [1]—Continued

[Dollars in millions]

State	Total payments [2]	Age 65 and older	Percent	Blind	Percent	Disabled	Percent	Dependent children under 21	Percent	Adults in families with dependent children	Percent	Other	Percent [3]
Oklahoma	460	190	41	.9	.2	112	24	87	19	63	14	8	2
Oregon	239	81	34	6	3	88	37	21	9	39	16	4	2
Pennsylvania	1,797	697	39	3.5	.2	611	34	258	14	191	11	36	2
Puerto Rico	139	0	0	.1	.1	7	5	46	33	33	24	53	38
Rhode Island	250	118	47	1	.4	100	40	14	6	16	6	.4	.2
South Carolina	309	111	36	3	1	130	42	26	8	39	19	.2	.1
South Dakota	94	40	43	.4	.4	39	41	7	7	6	6	.9	1
Tennessee	578	209	36	4	.7	213	37	75	13	56	10	21	4
Texas	1,414	617	44	10	.7	507	36	121	9	156	11	2	.1
Utah	110	28	25	.2	.2	46	42	14	13	16	15	6	5
Vermont	89	34	38	.1	.1	36	40	8	9	11	12	.8	1
Virgin Islands	4	.7	18	.001	.1	.3	8	1.5	38	1.4	35	.2	5
Virginia	547	237	43	3	.5	200	37	44	8	56	10	7	1
Washington	584	185	32	1	.2	222	38	90	15	85	15	.7	.1
West Virginia	173	68	39	.5	.3	43	25	25	14	35	20	1	.6
Wisconsin	942	395	42	5	.5	340	36	107	11	90	10	6	.6
Wyoming	28	15	54	.1	.4	4	14	3	11	6	21	.03	.1

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[1] Source: Health Care Financing Administration, unpublished data.

[2] Numbers may not add due to rounding. Total payments include State and Federal shares.

[3] "Others" includes primarily children in non-AFDC families.

[4] Arizona's Medicaid program is operated as a demonstration program.

Special Matching Rates.—The Federal matching rate for administrative costs is generally 50 percent, with the following exceptions: professional medical personnel used in program administration (75 percent); automated claims processing systems (90 percent for development, 75 percent for operation); establishment and operation of State fraud and abuse control units (90 percent for the first 3 years, 75 percent thereafter); and review activities conducted by peer review organizations under contracts (75 percent). The law also specifies a 90 percent matching rate for family planning services.

ELIGIBILITY

Eligibility for Medicaid is linked to actual or potential receipt of cash assistance under the Federally assisted Aid to Families with Dependent Children (AFDC) program and the Federal Supplemental Security Income (SSI) program for the aged, blind and disabled. All States must cover the "categorically needy" under their Medicaid programs. In general, categorically needy are persons receiving cash assistance under AFDC or SSI, but States have the option of limiting Medicaid coverage of SSI recipients by requiring them to meet a more restrictive eligibility standard that was in effect on January 1, 1972 (before implementation of SSI). These States are Connecticut, Hawaii, Illinois, Indiana, Minnesota, Missouri, Nebraska, New Hampshire, North Carolina, North Dakota, Ohio, Oklahoma, Utah, and Virginia. States choosing the more restrictive criteria must allow applicants to deduct medical expenses from income in determining eligibility. States may also cover additional persons as categorically needy. These "optional categorically needy groups" include persons who would be eligible for cash assistance, except that they are residents in medical institutions (such as skilled nursing facilities) or children up to age 21 (or reasonable classification of these children) not meeting the AFDC definition of dependent children but with family incomes and resources which fall within AFDC eligibility levels.

The Deficit Reduction Act of 1984 (P.L. 98-369), as amended by the Consolidated Omnibus Budget Reconciliation Act of 1985 (P.L. 99-272), required States to extend categorically needy protection to the following groups of persons meeting AFDC income and resources requirements:

—First-time pregnant women from medical verification of pregnancy (where such women would be eligible for AFDC if the child were born);

—Pregnant women in two-parent families where the principal wage earner is unemployed, whether or not the State provides AFDC for families with an unemployed parent;

—Children born on or after October 1, 1983, up to age 5 in two-parent families; and

—Effective July 1, 1986, pregnant women in two-parent families.

States are required to continue Medicaid coverage for four months for families that lose AFDC eligibility because of increased hours or increased earnings from employment, if they were eligible for AFDC for three of the six preceding months. The Deficit Reduction Act of 1984 also required States to continue Medicaid eligibility for nine months for families which lose AFDC eligibility because the provision which excludes $30 plus ⅓ of the remaining earned income for AFDC purposes only applies for a four-month period. States were also given the option to continue this Medicaid eligibility for an additional six months.

Thirteen States have elected to extend coverage under this option. The District of Columbia, Florida, Hawaii, Illinois, Maryland, Massachusetts, Michigan, Nebraska, New Jersey, New York, Ohio and Vermont extend coverage for six months, and Minnesota extends coverage for four months.

States may also cover the "medically needy" under their Medicaid programs. These are persons whose income or resources are in excess of the standards for cash assistance, provided that:

—They are aged, blind, disabled or members of families with dependent children; and

—Their income (after deducting incurred medical expenses) fall below the State's medically needy standard (which may not exceed 133⅓ percent of the State's AFDC standard for the same family size).

States may also extend Medicaid coverage to medically needy individuals who are in institutions (such as nursing homes) based on a separate income level which may be up to 300 percent of the SSI income level.

If a State provides coverage for any medically needy groups, it must include pregnant women and children under age 18 who would qualify as categorically needy but for their excess income or resources.

Thirty-seven States have medically needy programs. (See table D-3). The Omnibus Budget Reconciliation Act of 1986 (P.L. 99-509) gave States the option of extending Medicaid coverage to additional target groups with incomes between the existing State eligibility standard and a State-defined level at or below the Federal poverty line. The first target group (which States may begin covering April 1, 1987) is pregnant women and infants. Beginning in FY 88, coverage may be extended on an incremental basis to children under age 5. The second target group (which States may begin covering July 1, 1987) is elderly and disabled persons. For this second target group, States may provide full Medicaid coverage or, alternatively, just cover Medicare cost-sharing expenses.

COVERED SERVICES

States are required to provide the following services to all categorically needy individuals:

—inpatient hospital services (other than mental hospitals)

—outpatient hospital services

—rural health clinic services

—laboratory and X-ray services

—skilled nursing facility services and home health services for individuals 21 or older (other than mental facilities)

—early and periodic screening and diagnosis of individuals under 21, and treatment to correct or ameliorate defects and chronic conditions discovered through that screening

—family planning services

—physician services

—nurse midwife services

TABLE D-3.—STATE COVERAGE OF THE MEDICALLY NEEDY, JANUARY 1987

	Prior to OBRA 1981	Post OBRA 1981	Does not cover
Alabama			(2)
Alaska			(2)
Arizona			(2)
Arkansas	X		
California	X		
Colorado			(2)
Connecticut	X		
Delaware			(2)
District of Columbia	X		
Florida		X—7/86	
Georgia		1/85[1]	
Hawaii	X		
Idaho			(2)
Illinois	X		
Indiana			(2)
Iowa		11/84[1] X—4/86	
Kansas	X		
Kentucky	X		
Louisiana	X		
Maine	X		
Maryland	X		
Massachusetts	X		
Michigan	X		
Minnesota	X		
Mississippi			(2)
Missouri			(2)
Montana	X		
Nebraska	X		
Nevada			(2)
New Hampshire	X		
New Jersey		X—7/86	
New Mexico			(2)
New York	X		
North Carolina	X		
North Dakota	X		
Ohio			(2)
Oklahoma	X		
Oregon		1/84[1] X—7/86	
Pennsylvania	X		
Rhode Island	X		
South Carolina		10/84[1]	
South Dakota			(2)
Tennessee	X		
Texas		1/85[1]	
Utah	X		

TABLE D-3.—STATE COVERAGE OF THE MEDICALLY NEEDY, JANUARY 1987—Continued

	Prior to OBRA 1981	Post OBRA 1981	Does not cover
Vermont	X		
Virginia	X		
Washington	X		
West Virginia	X		
Wisconsin	X		
Wyoming			([2])
Total	30	7	14

X=All groups.

[1] Women and children only.

[2] No coverage.

Note.—New Jersey and Iowa exclude caretaker relatives from Medically Needy Program.

Source: National Governors' Association.

There are no Federal requirements for specific amounts, duration and scope of services, but they generally must be the same for all categorically needy individuals. One exception to this rule provides that additional services relating to pregnancy (including prenatal, delivery and postpartum care) may be provided to pregnant women. Also, a State which chooses the optional categorically needy program for pregnant women who are above the AFDC income level but below the poverty line, must limit the services for those pregnant women to only services relating to pregnancy or conditions which may complicate pregnancy.

Additional services may be provided to the categorically needy at State option.

If a State chooses to cover medically needy groups, it must include prenatal care and delivery services for covered pregnant women, and must provide ambulatory services for covered children under 18 and for any individuals who are covered for institutional services. The services covered, and the amount, duration and scope of services, may vary among medically needy groups.

B. Maternal and Child Health Block Grant

In 1935, Congress authorized a program of formula grants to States to provide health services to mothers and children—title V of the Social Security Act, Maternal and Child Health (MCH), and Crippled Children's (CC) Services. Program funds were targeted primarily to mothers and children in rural or economically depressed areas. States were required to match a certain portion of the Federal allotment with their own funds.

The Omnibus Budget Reconciliation Act of 1981 (P.L. 97-35) established a new Maternal and Child Health Services Block Grant under title V of the Social Security Act which consolidated a variety of statutory authorities for maternal and child health services under the Social Security and Public Health Service Acts. The new block replaced then-existing authorities for maternal and child health services and crippled children's services under title V, services for disabled children receiving supplemental security income under title XVI of the Social Security Act, and Public Health Service Act programs for lead-based paint poisoning prevention, genetic diseases, sudden infant death syndrome, hemophilia, and adolescent pregnancy. Under the block's matching requirements, States must spend 75 cents to receive a dollar. The authorization for the block was set at $373 million. The Secretary of HHS was authorized to set aside 15 percent of the block's appropriation in FY 1982 and between 10 and 15 percent of its appropriation in succeeding fiscal years for special projects of regional and national significance.

The Deficit Reduction Act of 1984 (P.L. 98-369) raised the authorization of the block grant to $478 million and changed the term "crippled children" to "children with special health care needs". The Omnibus Budget Reconciliation Act of 1986 (P.L. 99-509) increased the authorization to $553 million for FY 1987, $557 million for FY 1988 and $561 million in succeeding fiscal years. The law further required that a designated percentage of the newly authorized and appropriated amount was to be set aside for projects for screening of newborns for sickle cell anemia and other genetic disorders (7 percent in FY 1987; 8 percent in FY 1988; and 9 percent in FY 1989). Of remaining new amounts, one-third must be used for primary and special needs health care services and projects for children. For FY 1987 the block grant was funded at $478 million.

Table D-4 shows State allocations of the Federal funds provided under the block grant.

TABLE D-4.—MATERNAL AND CHILD HEALTH BLOCK GRANT STATE ALLOCATIONS, FISCAL YEARS 1986, 1987, 1988

	1986 actual	1987 current estimate	1988 estimate
Alabama	$8,430,000	$8,809,000	$8,809,000
Alaska	809,000	845,000	845,000
Arizona	3,966,000	4,144,000	4,144,000
Arkansas	5,082,000	5,310,000	5,310,000
California	22,408,000	23,415,000	23,415,000
Colorado	5,467,000	5,713,000	5,713,000
Connecticut	3,519,000	3,677,000	3,677,000
Delaware	1,579,000	1,650,000	1,650,000
District of Columbia	6,159,000	6,436,000	6,436,000
Florida	11,400,000	11,913,000	11,913,000
Georgia	11,362,000	11,872,000	11,872,000
Hawaii	1,691,000	1,767,000	1,767,000
Idaho	2,465,000	2,576,000	2,576,000
Illinois	15,437,000	16,130,000	16,130,000
Indiana	8,974,000	9,377,000	9,377,000
Iowa	5,226,000	5,461,000	5,461,000
Kansas	3,511,000	3,669,000	3,669,000
Kentucky	8,434,000	8,813,000	8,813,000
Louisiana	9,126,000	9,536,000	9,536,000
Maine	2,733,000	2,856,000	2,856,000

TABLE D-4.—MATERNAL AND CHILD HEALTH BLOCK GRANT STATE ALLOCATIONS, FISCAL YEARS 1986, 1987, 1988—Continued

	1986 actual	1987 current estimate	1988 estimate
Maryland	9,600,000	10,032,000	10,032,000
Massachusetts	8,784,000	9,178,000	9,178,000
Michigan	13,873,000	14,497,000	14,497,000
Minnesota	7,147,000	7,468,000	7,468,000
Mississippi	6,913,000	7,224,000	7,224,000
Missouri	9,215,000	9,629,000	9,629,000
Montana	1,816,000	1,897,000	1,897,000
Nebraska	3,165,000	3,307,000	3,307,000
Nevada	957,000	999,000	999,000
New Hampshire	1,610,000	1,682,000	1,682,000
New Jersey	8,496,000	8,878,000	8,878,000
New Mexico	2,768,000	2,893,000	2,893,000
New York	28,688,000	29,977,000	29,977,000
North Carolina	12,209,000	12,758,000	12,758,000
North Dakota	1,454,000	1,520,000	1,520,000
Ohio	16,308,000	17,040,000	17,040,000
Oklahoma	5,004,000	5,229,000	5,229,000
Oregon	4,526,000	4,729,000	4,729,000
Pennsylvania	18,271,000	19,092,000	19,092,000
Rhode Island	1,221,000	1,276,000	1,276,000
South Carolina	8,644,000	9,032,000	9,032,000
South Dakota	1,742,000	1,820,000	1,820,000
Tennessee	8,313,000	8,687,000	8,687,000
Texas	19,877,000	20,770,000	20,770,000
Utah	4,825,000	5,042,000	5,042,000
Vermont	1,396,000	1,459,000	1,459,000
Virginia	9,328,000	9,747,000	9,747,000
Washington	6,291,000	6,574,000	6,574,000
West Virginia	4,969,000	5,192,000	5,192,000
Wisconsin	8,476,000	8,857,000	8,857,000
Wyoming	976,000	1,020,000	1,020,000
American Samoa	350,000	366,000	366,000
Guam	540,000	565,000	565,000
No. Mariana Is.	331,000	345,000	345,000
Puerto Rico	11,268,000	11,775,000	11,775,000
Trust Territory	500,000	0	0
Palau	22,000	108,000	108,000
Marshall Islands	36,000	172,000	172,000
Micronesia	80,000	386,000	386,000
Virgin Islands	1,062,000	1,109,000	1,109,000
Undistributed (SPRANS:15 percent)	68,617,000	71,700,000	71,700,000
Total	457,446,000	478,000,000	478,000,000

Source: Department of Health and Human Services.

C. Employment-Based Coverage

Just over 75 percent of employed "unmarried" women with dependent children are covered by health insurance, 61 percent as a result of their employment and 15 percent through some other source (for example, an individual policy or Medicaid). Low-wage women are much less likely to have employment-based insurance, however. For example, at hourly wages under $3.50, 21 percent are insured through an employer and 45 percent are uninsured, compared with 90 percent who have employment-based insurance and 6 percent who are uninsured at hourly wage rates of $8.00 or more. While these estimates are consistent with other sources of information, they should be used with caution, because they are based on a sample of only 422 women.

TABLE D-5.—HEALTH INSURANCE OF EMPLOYED "UNMARRIED" WOMEN WITH DEPENDENT CHILDREN, BY WAGE RATE [1]

[In percent]

Hourly wage rate [2]	Covered by employment-based insurance	Covered by medicaid or other insurance [3]	Uninsured
All wage rates	61	15	24
Less than $3.50	21	34	45
$3.50 to $3.99	32	13	55
$4.00 to $4.99	58	18	24
$5.00 to $5.99	64	18	18
$6.00 to $7.99	76	8	16
$8.00 and over	90	4	6

[1] "Unmarried" women include those who never married, are divorced or separated, or are married but not living with their spouses.

[2] This table is limited to the 2.9 million workers who are paid by the hour. Another 1.8 million workers paid on some other basis—for example, by salary or commission—are omitted. The probability of their having employment-based health insurance coverage also rises with earnings.

[3] Medicaid is the source of coverage for essentially all of those earning less than $4.00 per hour. At higher wage rates, other private or public insurance is more important.

Source: Preliminary Congressional Budget Office tabulations of the March 1985 Current Population Survey (CPS). These estimates are subject to greater error than most CPS estimates because the wage rate questions are only asked of one-fourth of the sample.

PART V

FEDERAL TAX TREATMENT OF LOW-INCOME FAMILIES WITH CHILDREN

A. Federal Tax Treatment of Poverty Level Families [1]

During the 1960's and 1970's, Congress sought to eliminate any Federal income tax liability for families whose income was below the poverty level. Several approaches were used in tax legislation enacted in 1969, 1975, 1976, 1977, and 1978 which were intended to increase the level of income at which a family begins to pay Federal income tax (termed the tax threshold or entry point) to a point at or above the poverty level. These approaches included increases in the personal exemption, increases in the standard deduction (also termed the zero bracket amount), and enactment of and increases in the earned income tax credit.

In recent years, however, these provisions have not kept pace with inflation, and as a result, prior to the Tax Reform Act of 1986, the income tax threshold had fallen below the poverty level. Table 1 below compares the poverty level and the Federal income tax threshold for a family of four for selected years between 1960 and 1986, and for 1987 and 1988 estimated as if the Tax Reform Act had not been enacted.

In part to eliminate income tax burdens for families with incomes below the poverty line, the Tax Reform Act of 1986 reduced tax rates for individuals and increased the standard deduction, the personal exemption, and the earned income credit. The result will be to remove six million poverty-level taxpayers from Federal income tax liability. Moreover, the income tax liability of taxpayers with an annual taxable income of less than $10,000 would be reduced, relative to prior law, 57.2 percent in 1987 and 65.1 percent in 1988.

The Tax Reform Act's increase in the personal exemption is the first statutory increase in the exemption since 1978. The personal exemption is the principal tax law provision that differentiates tax burden by family size (one exemption is allowed each for the individual, for the individual's spouse, and for each dependent). Accordingly, the near doubling of the personal exemption (from $1,080 to $1,900 in 1987, $1,950 in 1988, and $2,000 in 1989) is especially favorable for families.

Under the Act, all tax thresholds are higher than the estimated poverty level for 1988 except for single individuals. Table 2 below compares the income tax thresholds for various filing statuses with the poverty level under prior law and under the new law.

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[1] Section A of Part V was prepared by the staff of the Joint Tax Committee.

There are two principal reasons why the tax threshold for single persons (other than heads of household, *i.e.*, unmarried individuals who support children or certain dependent relatives) is not above the poverty line. First, any further increases in the standard deduction for these unmarried taxpayers beyond those provided by the Act would cause significant marriage penalties for two single individuals who married.

Second, because the income of family members (other than spouses) is not combined in computing tax liability, and because the tax rate structure does not recognize economies of sharing household costs with other individuals, the income of single individuals does not represent a good measure of whether or not the living conditions of these individuals are impoverished.

More than two-thirds of all single individuals with annual income less than $10,000 are under 25 and thus are likely to be receiving significant support from other family members that is not reflected on the tax return. In addition, the majority of single individuals between ages 25 and 64 live with other individuals, and thus share household costs. Accordingly, within the existing framework of defining tax liability, Congress believed that the poverty line is not an accurate guide to the true economic circumstances of the majority of those who file tax returns as unmarried individuals.

TABLE E-1.—INCOME TAX THRESHOLDS UNDER PRIOR LAW AND UNDER THE TAX REFORM ACT OF 1986

[In 1986 dollars]

Filing status	Family size	Including earned income credit		Without earned income credit		Estimated poverty level
		Prior law	1986 Act	Prior law	1986 Act	
Single	1	3,830	4,950	3,830	4,950	6,024
Joint	2	6,270	8,900	6,270	8,900	7,709
Head of household [1]	2	8,125	8,900	4,990	8,300	7,709
Joint	4	9,859	15,116	8,590	12,800	11,829
Head of household [1]	4	9,252	15,116	7,310	10,250	11,829

[1] Unmarried individuals who support children or certain dependent relatives.

Note.—These calculations are based on the following assumptions: (1) inflation is equal to the figures forecast by the Congressional Budget Office; (2) families with dependents are eligible for the earned income credit; (3) all income consists of money wages and salaries; and (4) taxpayers are under age 65.

TABLE E-2.—AVERAGE INCOME TAX LIABILITY AND TAX RATE IN 1988 UNDER PRIOR LAW AND UNDER THE 1986 ACT

Income class [thousands of 1986 dollars]	Average income tax			Average income tax rate (percent)	
	Prior law	1986 act	Difference	Prior law	1986 act
Less than $10	$60	$21	−$39	1.6	0.5
$10 to $20	895	695	−200	5.7	4.4
$20 to $30	2,238	2,018	−220	8.3	7.5
$30 to $40	3,527	3,254	−273	9.5	8.7
$40 to $50	5,335	4,849	−486	11.1	10.1
$50 to $75	8,538	8,388	−150	13.3	13.1
$75 to $100	14,469	14,293	−176	15.7	15.6
$100 to $200	27,965	27,353	−612	19.3	18.9
$200 and above	138,463	135,101	−3,362	22.8	22.3
Total	3,176	2,982	−194	11.8	11.1

TABLE E-3.—RELATIONSHIP BETWEEN INCOME TAX THRESHOLD AND POVERTY LEVEL FOR A FAMILY OF FOUR, 1959–1989

Year	Income tax threshold	Poverty level	Percentage by which tax threshold falls below (exceeds) poverty level
1959	$2,667	2,973	10.3
1960	2,667	3,022	11.7
1965	3,000	3,223	6.9
1966	3,000	3,317	9.6
1968	3,000	3,553	15.6
1969	3,000	3,743	19.9
1970	3,600	3,968	9.3
1971	3,750	4,137	9.4
1972	4,300	4,275	(0.6)
1973	4,300	4,540	5.3
1974	4,300	5,038	14.6
1975	6,692	5,500	(21.7)
1976	6,892	5,815	(18.5)
1977	7,533	6,191	(22.0)
1978	7,533	6,662	(13.1)
1979	8,626	7,412	(16.4)
1980	8,626	8,414	(2.5)
1981	8,634	9,287	7.0
1982	8,727	9,862	11.5
1983	8,783	10,178	13.7
1984	8,783	10,610	17.2
1986	9,575	[1] 11,200	[1] 17.0
1987	[1] 13,288	[1] 11,606	[1] (12.7)
1988	[1] 15,166	[1] 12,104	[1] (19.9)
1989	[1] 15,675	[1] 12,663	[1] (19.4)

[1] Estimated.

Note: Tax thresholds assume full use of the earned income tax credit. They are based on the schedule for a married couple filing jointly, and do not assume eligibility for elderly exemptions.

TABLE E-4.—TAX THRESHOLDS, POVERTY LEVELS, AND FEDERAL TAX AMOUNTS FOR DIFFERENT FAMILY SIZES WITH EARNINGS EQUAL TO THE POVERTY LEVEL, 1978-1989

	Family size					
	1	2	3	4	5	6
Poverty level:						
1978	3,311	4,249	5,201	6,662	7,880	8,891
1982	4,900	6,280	7,690	9,860	11,680	13,210
1983	5,061	6,483	7,938	10,178	12,049	13,630
1984	5,277	6,759	8,276	10,612	12,562	14,211
1986 [1]	5,574	7,133	8,738	11,200	13,257	14,979
1987 [3]	5,776	7,392	9,055	11,606	13,738	15,552
1988 [3]	6,024	7,709	9,443	12,104	14,327	16,188
1989 [3]	6,287	8,046	9,856	12,633	14,953	16,895
Income tax threshold:						
1978	3,200	5,200	6,930	7,520	8,183	9,167
1982	3,300	5,400	8,237	8,727	9,216	9,706
1983-84	3,300	5,400	8,315	8,783	9,251	9,719
1986	3,560	5,830	9,063	9,573	10,086	10,598
1987	4,440	7,560	12,292	13,288	14,283	15,278
1988 [3]	4,950	8,900	13,946	15,116	16,286	17,456
1989 [3]	5,100	9,200	14,475	15,675	16,875	18,075
Income tax at poverty level:						
1978	16	0	−280	−134	−12	0
1982	202	106	−134	285	417	491
1983	209	118	−89	319	432	509
1984	226	149	−9	364	478	569
1986	230	143	−75	363	480	563
1987 [3]	147	0	−635	−353	−115	51
1988 [3]	161	0	−875	−649	−426	−240
1989 [3]	178	0	−913	−676	−444	−249
Payroll tax at poverty level:						
1978	200	257	315	403	477	538
1982	328	421	515	661	783	885
1983	339	435	532	682	808	913
1984 [2]	354	453	555	711	842	953
1986	399	510	625	801	948	1,071
1987 [3]	413	528	647	830	982	1,110
1988 [3]	452	579	709	909	1,076	1,216
1989 [3]	472	604	740	949	1,123	1,269
Combined income and payroll tax at poverty level:						
1978	216	257	35	269	465	538
1982	530	527	381	946	1,200	1,376
1983	546	554	443	1,001	1,240	1,422
1984	580	602	546	1,075	1,320	1,521
1986	628	653	549	1,163	1,428	1,634
1987 [3]	560	528	12	477	868	1,161
1988 [3]	613	579	−166	260	650	976
1989 [3]	650	604	−173	273	679	1,020

TABLE E-4.—TAX THRESHOLDS, POVERTY LEVELS, AND FEDERAL TAX AMOUNTS FOR DIFFERENT FAMILY SIZES WITH EARNINGS EQUAL TO THE POVERTY LEVEL, 1978–1989—Continued

	Family size					
	1	2	3	4	5	6
Combined tax as percent of income at poverty level:						
1978	6.5	6.1	0.7	4.0	5.9	6.1
1982	10.8	8.4	5.0	9.6	10.3	10.4
1983	10.8	8.6	5.6	9.8	10.3	10.4
1984	11.0	8.9	6.5	10.1	10.5	10.7
1986	11.3	9.2	6.3	10.4	10.8	10.9
1987 [3]	9.7	7.2	.1	4.1	6.3	7.5
1988 [3]	10.2	7.5	−1.8	2.2	4.5	6.0
1989 [3]	10.3	7.5	−1.8	2.2	4.5	6.0

[1] Estimated.

[2] Effective payroll tax calculated as 6.7 percent for 1984 because in this year employees are allowed a payroll tax credit equal to 0.3 percent of taxable wages.

[3] Projection.

Note: The table reflects assumptions that all family income consists of wages or salaries that families of two or more include a married couple (rather than an unmarried head of household with one or more dependents), that all family members are under age 65, and that families of three or more persons are eligible for the earned income credit. For families of three or more, the effect of the earned income credit is included. Negative figures in the table reflect refundability of earned income credit.

B. Earned Income Tax Credit

The earned income tax credit (EITC) is currently the only *refundable* tax credit in the Internal Revenue Code. That is, it is the only tax credit that can cause a tax refund to be paid even when an individual tax filer has no income tax liability for the year. The EITC is available to low income families that include at least one child who is a dependent of an individual with earned income. In general, a taxpayer may claim a child as a dependent only if he provides more than half of the child's support. Aid to Families with Dependent Children benefits are not considered to be provided by the taxpayer. Therefore, if half of the child's support is from AFDC, the taxpayer may not claim that child as a dependent for purposes of qualifying for the earned income tax credit.

In 1987, the maximum credit is $851 and it phases out as total income rises above $6,920. The credit is totally phased out at a level of $15,432. Under a one-time change, the phase-out range will rise in 1988 so that the phase out will begin at about $9,700, and the credit will be completely phased out at about $18,400. The maximum credit in 1988 will be about $865. Thereafter, the amount of earnings and income used to compute and phase out the credit will increase each year under an indexing formula.

The law allows individuals who have no tax liability either to claim the credit as an annual tax refund or to have the credit added to their paychecks throughout the year through reverse withholding. In practice, very few individuals use the reverse withholding procedure. AFDC rules require that the EITC be counted as earned income in the month it is received for purposes of determining the monthly benefit amount.

The significance of the EITC as a source of income for low income workers with children was greatly enhanced by the tax reform legislation in 1986 which provided for increasing the amount of the credit and the level of income at which families remain eligible for all or part of the credit. The 1986 tax legislation also provided for indexing these amounts on an annual basis. The budgetary impact of the EITC will, by fiscal 1988, have increased from its 1986 level of $2 billion to about $6 billion. About 75 percent of the credit is paid out as a refund in excess of actual tax liability.

The EITC was origionally developed by the Committee on Finance as a part of an overall guaranteed employment program which the Committee proposed in 1972 as a replacement for the existing welfare program. It was approved by the Committee as a way of assuring that private employment would be more attractive than the public jobs proposed in the 1972 bill, and as a way of offsetting the impact of payroll taxes for lower income working families. The credit was called a "work bonus" in 1972, because the Committee viewed it as a way of enhancing the value of work inasmuch as it was payable only to those with earned income, and, at least up to the phase down point, the amount of the credit increased as earnings from work increased. Thus, unlike welfare programs in which going to work meant a reduction in benefits, the work bonus provided an increase in income for individuals who went to work. The Committee's 1972 proposals were not enacted, but the Senate passed the EITC as a separate provision on several occasions, and it became law in 1975.

Table E-5 shows the projected 1988 distribution of the earned income credit, by income class.

TABLE E–5.—PROJECTED 1988 DISTRIBUTION OF EARNED INCOME CREDIT BY INCOME CLASS,[1] 1988 INCOME LEVELS

[Returns in thousands, amounts in millions of dollars]

Income class	Two-parent households		One-parent households	
	Returns	Amount	Returns	Amount
0 to $10,000	952	681	1,973	1,359
$10,000 to $20,000	3,678	1,630	3,423	1,903
$20,000 to $30,000	832	268	277	122
$30,000 to $40,000	124	53	31	14
$40,000 to $50,000	30	13	4	...
$50,000 to $75,000	12	5	...	...
$75,000 to $100,000	0	0	...	...
$100,000 to $200,000	0	0	...	...
$200,000 and over	0	0	...	...
Total	5.628	2,650	5,708	3,398

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[1] The income concept used to place tax returns into income classes is adjusted gross income plus (1) tax-exempt interest, (2) employer contributions for health plans and life insurance, (3) inside build-up on life insurance, (4) workers' compensation, (5) nontaxable social security benefits, (6) deductible contributions to individual retirement accounts, (7) the minimum tax preferences, and (8) net losses, in excess of minimum tax preferences, from passive business activities.

Source: Joint Tax Committee staff.

PART VI

SOCIAL SERVICES—TITLE XX OF THE SOCIAL SECURITY ACT

In addition to cash benefit programs and medical assistance, the Social Security Act includes provisions in title XX which make Federal funding available for social services. In previous years, title XX legislation authorized matching funds for State social services programs on an entitlement basis. The Federal matching rate was generally 75 percent. In the Omnibus Budget Reconciliation Act of 1981, a new social services block grant program was created to replace the prior Federal-State matching program. A number of requirements on the States, including the requirement of a 25 percent non-Federal match, have been removed, and funding levels have been reduced. The program remains an appropriated entitlement, with each State eligible to receive its share of a national total of $2.4 billion in fiscal year 1982, $2.675 billion in fiscal year 1983 (with $225 million of this amount available for use in either 1983 or 1984), and $2.7 billion in fiscal year 1984 and years thereafter. (The Gramm-Rudman-Hollings sequestration process reduced the funding available in fiscal year 1986 to $2.584 billion.)

ELIGIBILITY

Eligibility for services funded by title XX is determined by the States. Services may be provided to individuals and families. Federal law sets no income eligibility requirements, and no fee requirements.

SERVICES

Benefits are in the form of services aimed at the following five goals: achieving or maintaining economic self-support to prevent, reduce or eliminate dependency; achieving or maintaining self-sufficiency, including reduction or prevention of dependency; preventing or remedying neglect, abuse, or exploitation of children and adults unable to protect their own interests, or preserving, rehabilitating or reuniting families; preventing or reducing inappropriate institutional care by providing for community-based care, home-based care, or other forms of less intensive care; and securing referal or admission for institutional care when other forms of care are not appropriate, or providing services to individuals in institutions.

States are free to determine which services they wish to provide in meeting one or all of those goals. Table F–1 shows the number of States offering particular kinds of services in fiscal years 1982–1986. Recent data are not available as to the distribution of title XX funds among different types of services. In 1981, about 28 percent of program funds were used for child day care or for education, training, and employment services.

FINANCING

Federal funds may be used for services, administration and training, with no requirement for State matching. Each State is entitled to receive its share of the national total, based on State population. The territories are entitled to receive allotments for each year which are proportionate to their share of $2.9 billion in funding in 1981. (See Table F-2 for State-by-State allocation of funds for fiscal years 1986-1988.)

ADMINISTRATION

At the Federal level, the program is administered by the Office of Human Development Services in the Department of Health and Human Services. States may select their own administering agency. States are required, prior to expenditure of Federal payments in any fiscal year, to report on the intended use of the payments the State is to receive, including information on the types of activities to be supported and the categories or characteristics of individuals to be served. At least every 2 years States must publish and make available reports which describe how the funds have been expended. Independent audits of State expenditures are required at least every two years.

CHARACTERISTICS OF RECIPIENTS

Data are not available to indicate the characteristics of recipients receiving funds under the new block grant. In fiscal year 1980, 27 percent of primary recipients were AFDC recipients, and 12 percent were SSI recipients. An additional 40 percent met other income criteria, and 21 percent received services without regard to income limitations.

TABLE F-1.—COMPARISON OF THE NUMBER OF STATES [1] OFFERING SELECTED SERVICES FOR FISCAL YEARS 1982-86

Services	1982	1983	1984	1985	1986
Adoption	43	36	38	37	39
Counseling	48	30	28	32	38
Day care-adults	41	37	29	26	31
Day care-children	54	50	50	52	52
Disabled services	24	36	36	39	41
Employment, education, and training	40	28	31	31	43
Family planning	47	35	31	33	30
Foster care-adult	18	25	20	16	18
Foster care-children	36	34	34	33	31
Health related services	37	26	23	27	36
Home based-services [2]	54	51	51	55	55
Home delivered/congregate meals	28	23	24	24	28
Housing services	22	14	12	13	18
Information and referral	52	36	34	37	34

TABLE F-1.—COMPARISON OF THE NUMBER OF STATES [1] OFFERING SELECTED SERVICES FOR FISCAL YEARS 1982–86—Continued

Services	1982	1983	1984	1985	1986
Legal services	20	17	16	18	17
Placement services	27	18	13	19	20
Prevention and intervention services [3]		11	28	26	35
Protective and emergency-adults	48	44	45	42	46
Protective and emergency-children	52	52	47	46	54
Residential care-treatment	23	19	26	24	29
Special services for children and youth		19	24	22	28
Social support services [4]		2	30	30	25
Substance abuse services	14	7	14	14	13
Transportation services	36	25	25	29	33
Services for unmarried parents	15	10	10	12	10
Other [5]		5	27	35	36

[1] N–55 includes 50 States, the District of Columbia, and the 4 eligible Insular areas.

[2] Home based services include: homemaker, chore, home health, companionship, and home maintenance.

[3] Prevention/Intervention Services include: Investigation/assessment, family centered early intervention, home evaluation and supervision, preventive and restorative.

[4] Social Support Services include: socialization, recreation, camping, physical activity, living skills, money management, day treatment, family development, social adjustment, community living services, family management, life skills education, personal and financial management.

[5] Other Services include: services to jail inmates or status offenders, social services in correctional facilities, parole supervision, diagnostic and re-entry services to ex-offenders, work release, group home care, and services to Hispanics.

Source: U.S. Department of Health and Human Services—Fiscal Year 1986 Preexpenditure Reports.

TABLE F–2.—SOCIAL SERVICES BLOCK GRANT STATE ALLOCATIONS, FISCAL YEARS 1986–1988

[In thousands of dollars]

	1986 actual	1987 estimate	1988 estimate
Total 55 States	$2,583,900	$2,700,000	$2,700,000
Alabama	43,477	45,363	45,222
Alaska	5,260	5,684	5,859
Arizona	32,539	34,710	35,843
Arkansas	25,565	26,706	26,530
California	276,459	291,306	296,517
Colorado	34,472	36,131	36,337
Connecticut	34,461	35,859	35,696
Delaware	6,655	6,969	6,995
District of Columbia	6,841	7,083	7,040
Florida	117,287	124,790	127,829
Georgia	62,948	66,363	67,209
Guam	445	465	465
Hawaii	11,234	11,812	11,853
Idaho	10,861	11,380	11,302
Illinois	126,138	130,873	129,729
Indiana	60,170	62,508	61,845

TABLE F-2.—SOCIAL SERVICES BLOCK GRANT STATE ALLOCATIONS, FISCAL YEARS 1986–1988—Continued

[In thousands of dollars]

	1986 actual	1987 estimate	1988 estimate
Iowa	31,902	33,084	32,435
Kansas	26,631	27,718	27,554
Kentucky	40,786	42,328	41,904
Louisiana	48,737	50,730	50,396
Maine	12,585	13,143	13,091
Maryland	47,266	49,445	49,395
Massachusetts	63,332	65,919	65,477
Michigan	99,595	103,177	102,209
Minnesota	45,509	47,319	47,157
Mississippi	28,410	29,537	29,387
Missouri	54,580	56,937	56,559
Montana	8,972	9,368	9,289
Nebraska	17,538	18,259	18,062
Nevada	9,784	10,357	10,526
New Hampshire	10,531	11,107	11,224
New Jersey	82,013	85,441	85,047
New Mexico	15,363	16,190	16,307
New York	194,017	201,636	199,998
North Carolina	66,792	70,092	70,347
North Dakota	7,467	7,799	7,703
Northern Mariana Islands	89	93	93
Ohio	118,011	122,243	120,833
Oklahoma	36,218	37,496	37,125
Oregon	29,233	30,401	30,219
Pennsylvania	130,630	135,307	133,306
Puerto Rico	13,365	13,965	13,965
Rhode Island	10,487	10,937	10,886
South Carolina	35,845	37,519	37,642
South Dakota	7,687	8,026	7,962
Tennessee	51,450	53,629	53,556
Texas	172,680	181,785	184,107
Utah	17,779	18,782	18,500
Vermont	5,765	6,025	6,016
Virgin Islands	445	465	465
Virginia	60,949	64,077	64,173
Washington	47,222	49,445	49.586
West Virginia	21,579	22,193	21,773
Wisconsin	52,175	54,186	53,702
Wyoming	5,644	5,809	5,724

Source: Department of Health and Human Services.

PART VII

DESCRIPTIONS OF SELECTED PROPOSALS TO CHANGE WELFARE PROGRAMS FOR FAMILIES WITH CHILDREN

A. Comparison of Recommendations of Selected Welfare Reform Study Panels

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INTRODUCTION

This comparison includes recommendations from the following sources:

1. The Federalism Act of 1986—S. 2926 of the 99th Congress (Evans/Durenberger)

The bill reflects (and adds detail to) the recommendations of the Committee on Federalism and National Purpose, which was co-chaired by Senator Daniel Evans and former Governor Charles Robb. Members of the committee included representatives from government, academia, and private business. The report of the committee (published December 1985) is entitled "To Form a More Perfect Union," and recommends changes in governmental responsibility that would make AFDC and Medicaid primarily the responsibility of the Federal Government, and would give States and localities financial, policy and administrative responsibility for many community development, local infrastructure and social service programs.

2. "Investing in Poor Families and Their Children: A Matter of Commitment"

This report of the American Public Welfare Association and the National Council of State Human Service Administrators recommends changes in policy with respect to income security, education and employment programs, and also recommends policies addressing the problem of adolescent pregnancy. The report was issued in November 1986.

3. "A New Social Contract: Rethinking the Nature and Purpose of Public Assistance"

This report was submitted to Governor Mario Cuomo of New York in December 1986 by a special State Task Force on Poverty and Welfare. Among other recommendations, it proposes that the AFDC program be restructured into two programs: (1) a transitional program of temporary income support and services to prepare individuals for work, and (2) a guaranteed work program for those unable to make the transition from welfare to unsubsidized employment. The task force included State officials and representatives from academia, religious organizations, and private business.

4. "Ladders Out of Poverty"

This is the report of the Project on the Welfare of Families, cochaired by Bruce Babbitt, former Governor of Arizona, and Arthur Flemming, former Secretary of HEW. The report, published in 1986, was the work of a panel with representatives from government, academia, private business, labor, and research organizations. It includes recommendations for changes in policy in the areas of income support, employment and training programs, health and adolescent pregnancy.

A. COMPARISON OF RECOMMENDATIONS OF SELECTED WELFARE REFORM STUDY PANELS

S. 2926 (99th Congress) Durenberger/Evans	American Public Welfare Association
I. SOURCES OF INCOME FOR FAMILIES	
A. Welfare Program [1]	
(1) Structure and Benefit Level	
Retains AFDC. Establishes a minimum benefit which, combined with food stamps, equals: 50 percent of poverty in fiscal year 1989, increasing by 2 percentage points annually to 62 percent of poverty in fiscal year 1995.[2]	Replaces AFDC, food stamp and low income home energy assistance benefits with a new Family Living Standard (FLS) cash benefit. Using Federally-established methodology, each State would develop its own FLS to reflect costs in the State; variations to reflect differences in costs within the State would be allowed. The FLS would be indexed to reflect annual changes in the cost of living, and would be updated at least every 5 years. The full benefit level would be phased in over 10 years. (Ultimately, U.S. social policy must be built on a social insurance model.)

A. COMPARISON OF RECOMMENDATIONS OF SELECTED WELFARE REFORM STUDY PANELS—Continued

New York State Task Force on Poverty and Welfare	Project on the Welfare of Families (Babbitt/Fleming)
Long-term: Restructures AFDC into 2 programs: (1) a time limited transitional program of temporary income support and service delivery in preparation for work. (2) a guaranteed work program for those unable to make the transition to unsubsidized employment. Cash assistance would be provided to those in the work transition program at a level about equivalent to the poverty line.[2] Payments in the form of wages (usually the minimum wage) would be made to those in the guaranteed work program. Earnings would be limited by limiting the number of hours an individual could work. Participants would receive the same level of support as those in the transitional program (poverty line). Wages would be supplemented by cash grants, if income from all sources is below the benefit level. Some in-kind benefits would be cashed out. Maintains income support for those with physical and mental disabilities. (Proposes expanding SSI to cover temporary disabilities and to provide transition to work.) Short-term: Retains AFDC and in-kind benefit programs. Provides for establishing and indexing a national minimum benefit that, combined with food stamps, equals 67 percent of poverty. Also provides for establishing a uniform national methodology for determining State standards of need and for making cost-of-living adjustments in State standards. States could supplement the Federal minimum.	Retains AFDC. Establishes a minimum benefit that, combined with food stamps, equals: 65 percent of poverty in fiscal year 1988; 70 percent of poverty in fiscal year 1989.[2] Suggests that consideration be given to a wage subsidy for working families to "fill the gap between net incomes and a decent standard of living."

A. COMPARISON OF RECOMMENDATIONS OF SELECTED WELFARE REFORM STUDY PANELS—Continued

S. 2926 (99th Congress) Durenberger/Evans	American Public Welfare Association
(2) Eligibility [3]	
Extends AFDC-UP to all States.	The new FLS benefit is available to all families with children Increases AFDC assets test from $1,000 in countable assets to $2,000 ($3,000 if the household includes an elderly person).
(3) Disregard of Earnings	
Retains present law.	Families with earnings would have the following excluded in determining their FLS supplement: (1) 25 percent of net earnings, and (2) the earned income tax credit.
(4) Administration of Welfare Program	
Retains present State/local administration.	Retains present State/local administration.
(5) Funding Sources [4]	
Increases Federal matching to 90 percent of Federal minimum payment, with States paying 10 percent. Continues current (Medicaid) matching formula for benefits that exceed the Federal minimum. Holds States harmless for any increases in AFDC costs in fiscal year 1989 that are in excess of costs in the prior year.	Increases Federal matching to average from 75 percent to 80 percent of benefit costs, taking into account State fiscal capacity. The structure and timing of the increased match would be designed to give States an incentive to pay 100 percent of FLS as soon as possible.
B. Tax Policy/Earned Income Tax Credit [EITC]	
No change from present law.	Recommends amending the earned income tax credit to increase credits for larger families.

A. COMPARISON OF RECOMMENDATIONS OF SELECTED WELFARE REFORM STUDY PANELS—Continued

New York State Task Force on Poverty and Welfare	Project on the Welfare of Families (Babbitt/Flemming)
Long-term: Recommends that the new employment programs privide coverage to both 1- and 2-parent families. Short-term: Extends AFDC–UP to all States.	Extends AFDC–UP to all States.
	Does not propose any specific change. Suggests a "reasonable" deduction for child care.
Retains present State/local administration.	Retains present State/local administration.
Long-term: The Federal government would gradually take over the cost of paying the Federally-established minimum benefit. States could supplement the Federal benefit. Short-term: The Federal government would pay 90 percent of the costs attributable to putting in place the new Federal minimum benefit (67 percent of poverty) in the States affected, phasing out over several years to the standard matching rate.	
Recommends ensuring that families below or just above the poverty line have no Federal or State tax liability, and amending the earned income tax credit to increase credits for larger families and to increase the amount of the credit.	Recommends increasing the earned income tax credit, varying it with family size, and coordinating the EITC phaseout with the welfare phaseout. Also recommends indexing the tax code in such a way that the tax threshold relative to median family income is maintained. Recommends modifying the impact of social security taxes, e.g., by postponing scheduled rate increases or by exempting the first $1,000 or $2,000 of earnings in conjunction with an increase in the ceiling on taxable earnings.

A. COMPARISON OF RECOMMENDATIONS OF SELECTED WELFARE REFORM STUDY PANELS—Continued

S. 2926 (99th Congress) Durenberger/Evans	American Public Welfare Association
C. Child Support Enforcement and Paternity Determination	
No change from present law.	Recommends aggressive enforcement by State agencies and encouraging and obligating parents to assume the responsibility of pursuing child support. Child support efforts should be pursued even when cost benefits are not immediately apparent. Recommends a simple, automatic, and mandatory child support enforcement system for all parents and children.
D. Minimum Wage	
	Would like to see the minimum wage raised but realizes that economic pressures may prevent change in the near term.

A. COMPARISON OR RECOMMENDATIONS OF SELECTED WELFARE REFORM STUDY PANELS—Continued

New York State Task Force on Poverty and Welfare	Project on the Welfare of Families (Babbitt/Flemming)
Recommends the following: Establish a minimum child support benefit. The custodial parent would receive the minimum payment or the payment from the absent parent, whichever is greater. Increase Federal and State resources spent on locating absent parents and establishing awards for both welfare and nonwelfare parents. Require each State to have a child support award formula, establishing awards as a percentage of income. Collect awards through immediate automatic wage withholding whenever possible.	Recommends strengthening child support enforcement, including "vigorous immediate pursuit of paternity cases." Also recommends "a tough, enforceable plan to extract from absent parents a significant contribution to the support of their children over a long-term period." (See also section on teenage pregnancy.)
Recommends increasing minimum wage and indexing it to return to its historic patterns relative to average wages.	

A. COMPARISON OF RECOMMENDATIONS OF SELECTED WELFARE REFORM STUDY PANELS—Continued

S. 2926 (99th Congress) Durenberger/Evans	American Public Welfare Association
II. EMPLOYMENT, TRAINING, AND RELATED PROGRAMS[5]	
A. Description of Services	
Requires States to assist applicants and recipients of AFDC in finding employment and in obtaining training and education necessary to enable them to work, with the objective of reducing the number of individuals on the welfare rolls by enabling them to become self-sufficient. Employment-related activities include registration, counseling, assessment, job search and other employment, training and education activities. Services under this program would be coordinated with those under WIN, WIN demonstrations, community work and training, community work experience, work supplementation, work demonstrations and JTPA.	States must have a comprehensive welfare-to-jobs program, and must have flexibility to design activities to meet the needs of clients, including activities currently permitted under WIN, WIN demonstrations and other work-related programs including basic classroom schooling and literacy training. This program will replace WIN and the food stamp work program for families. Recommends policies to support families in transition from welfare to work.

A. COMPARISON OF RECOMMENDATIONS OF SELECTED WELFARE REFORM STUDY PANELS—Continued

New York State Task Force on Poverty and Welfare	Project on the Welfare of Families (Babbitt/Flemming)
Long-term: Restructures AFDC to reflect the assumption that almost all current recipients should be thought of as "in transition" to employment. Creates two new programs: (1) A transitional program to help those who can work to enter the unsubsidized labor market. The program will also serve persons employed full time who need to upgrade skills. Services will include counseling, testing and assessment; intensive education, training, placement and supported work; and support services. Services and requirements would be time-limited (with an outer limit of perhaps 3 years) and change as the client progressed to ensure that the program is temporary. (2) Those who remain unemployed after participating in the transitional program will be placed in a guaranteed work program. Individuals will receive wages instead of a benefit check. They wil be assigned to "productive" jobs in public or nonprofit agencies or organizations. Persons working at guaranteed jobs may participate in education and training on a voluntary basis scheduled around job hours. (In the short term, States should be allowed to experiment with an approach that targets services and guarantees the opportunity to work. Recommends that the Federal government mandate, fund, and evaluate flexible work programs designed by the States.)	Recommends that Government continue to experiment on a State-by-State basis with work and training programs. These programs should blend work requirements with other employment preparation activities, including remedial education, job search assistance, and on-the-job training. Recommends public and private investment in basic skills programs for disadvantaged youth. Recommends prevocational training and remedial education for dropouts, programs for teenage mothers under JTPA and WIN demonstration programs, and use of Job Corps programs. Suggests that private sector employers can play a significant role in designing JTPA training programs through Private Industry Councils.

A. COMPARISON OF RECOMMENDATIONS OF SELECTED WELFARE REFORM STUDY PANELS—Continued

S. 2926 (99th Congress) Durenberger/Evans	American Public Welfare Association
B. Client/Agency Contract	
	Requires States to use a client/agency contract that sets forth specific obligations of both client and agency. The contract will include an employability and financial assistance plan which will commit clients to a range of self-help efforts, and will commit State and local agencies to support those efforts by providing necessary services. Obligations will be spelled out in concrete terms through goals, timelines and benchmarks. The contract is to be a "discharge plan" aimed at independence from the system. Contracts will be implemented using a case management system. Recommends performance standards against which States will be measured.
C. Participation Requirements	
Continues present law requirement that AFDC applicants and recipients must register for employment and training. Current WIN rules for exempting certain individuals from the work requirement are also continued, but States may require individuals with children under age 6 to participate in employment activities if child care and transportation are available. Individuals may refuse employment if it would result in a net loss of income.	All physically and mentally capable adults in families receiving AFDC with no child under 3 must work or participate in a job-training or education program leading to employment. Single parents with a child under 3 must complete high school and then engage in some form of part-time activity that improves employability or promotes strong families. In two-parent families with a child under 3, one parent must engage in intensive employment-related activities, the other must meet the same requirements as single parents with a child under 3. If no job is available, States may place individuals in work experience positions.

A. COMPARISON OR RECOMMENDATIONS OF SELECTED WELFARE REFORM STUDY PANELS—Continued

New York State Task Force on Poverty and Welfare	Project on the Welfare of Families (Babbitt/Flemming)
Activity of a participant in the transitional program will be jointly determined by the individual and a counselor, and specified in a contract. Contracts will vary to reflect the individuals needs, job readiness, and family situation.	
Transitional program: Recommends experimentation to determine the best arrangement of time limits, requirements and services, and suggests that States may need different arrangements. Gives the following illustration of how the program could work: single parents with young children would be required to participate on at least a half-time basis (with some exceptions for parents of disabled children and others); single parents with school-age children would be expected to participate on a two-thirds or full-time basis; in two-parent families, at least one parent would have to be involved in program activities on a full-time basis, and the other might be required to engage in education or training activities, depending on the age of the children and the availability of child care. Teen parents could be required to complete high school or adult education, regardless of the age of the child.	Recommends that adult recipients be required to work in appropriate circumstances. Mothers of young children should be given the opportunity to work and encouraged to participate in programs, but mothers of very young children should not be required to work.
Guaranteed work program: No one would be expected to work more than full capacity—for example, 25 hours for single parents with young children, and full time for others. In two-parent families, if no young children are present, both parents might be expected to work—one full time, the other part time. "Specific requirements are best worked out by individual States."	

A. COMPARISON OF RECOMMENDATIONS OF SELECTED WELFARE REFORM STUDY PANELS—Continued

S. 2926 (99th Congress) Durenberger/Evans	American Public Welfare Association
D. Priority in Participation	
Gives States the authority to determine priority for participation. Requires the Federal Government to develop State agency performance standards that encourage States to recognize the greater difficulties in achieving self-sufficiency of individuals with limited prior work experience.	States must give priority to hard-to-place, long-term recipients. Programs must be available to able-bodied adults regardless of the severity of their "employability deficit".
E. Penalties for Non-Participation	
Retains present law provisions that require a reduction in family benefits if the parent in a 1-parent family refuses to participate, and a termination of family benefits if the unemployed parent in a 2-parent family refuses to participate.	Families that fail to meet their contract obligations will be subject to penalties such as mandatory work in exchange for benefits, vouchers in lieu of cash payments and benefit reductions for adults.

A. COMPARISON OF RECOMMENDATIONS OF SELECTED WELFARE REFORM STUDY PANELS—Continued

New York State Task Force on Poverty and Welfare	Project on the Welfare of Families (Babbitt/Flemming)
The more immediate goal of the transitional program would be to provide services to single parents with children age 3 or older, and to those already on the program for 3 years or more.	Suggests that Federal and State governments should place greater emphasis on more intensive services and programs for welfare recipients who have the least education and are the least employable.
In the transitional program poor performance in a training program could close off that activity to a recipient. The recipient would know that at the end of the transitional program, he would be in the guaranteed work program which provides less flexibility. In the guaranteed work program, individuals would be paid only for hours worked. Suggests "some degree of sanction" for failure to participate.	

A. COMPARISON OF RECOMMENDATIONS OF SELECTED WELFARE REFORM STUDY PANELS—Continued

S. 2926 (99th Congress) Durenberger/Evans	American Public Welfare Association
F. Administration	
The joint Department of Labor-HHS responsibility for administering WIN at the Federal level is terminated, and HHS is given full responsibility for the WIN program. New program activities authorized by the bill would be under HHS. Requires the governor of each State to designate a State agency which will have the responsibility of consolidating the administration of work-related programs for AFDC applicants and recipients under various programs in the State, including activities newly funded under the bill, WIN, WIN demonstrations, community work experience, work supplementation, work demonstrations under Social Security Act demonstration authority, JTPA and others.	Administrative responsibility will be given to the State human service agency. Each State must develop an annual welfare-to-jobs plan and make a year-end report on its success in meeting the plan's objectives. The appropriate Federal department must report periodically to Congress on the results of State initiatives. Evaluations must center on placement rates, taking into account the greater challenge posed by long-term recipients. Each State must develop an integrated management and reporting system.
G. Funding Sources	
Authorizes $500 million in Federal funding for services in FY88, increasing by $100 million annually to a total of $1 billion for fiscal years 1993 to 1995. The first year base amount is allocated on the basis of caseload, with 90% Federal matching. One half of annual increments are allocated on the basis of caseload with 70% Federal matching. The other half are allocated on the basis of caseload and matching at a 70% to 90% variable rate depending on State performance. Performance standards are to be coordinated with those used in JTPA, and will be based on the degree of success which may reasonably be expected of States in helping individuals achieve self-sufficiency and reducing welfare costs; and will take into account the difficulties in achieving self-sufficiency that face individuals with limited prior work experience. Administrative costs are matched at a 50–50 rate.	Recommends 75% Federal matching on an open-ended entitlement basis.

A. COMPARISON OF RECOMMENDATIONS OF SELECTED WELFARE REFORM STUDY PANELS—Continued

New York State Task Force on Poverty and Welfare	Project on the Welfare of Families (Babbitt/Flemming)
State and local governments and private agencies should have primary responsibility for operating employment and training services programs. State and local governments should have considerable flexibility in designing programs to meet their own needs.	Indicates continued administration of programs by States.
Costs of employment, training, and services programs should be shared by Federal, State, and local governments.	Federal and State governments should fund experimental job search, training, placement and work requirement programs at fully adequate levels.

A. COMPARISON OF RECOMMENDATIONS OF SELECTED WELFARE REFORM STUDY PANELS—Continued

S. 2926 (99th Congress) Durenberger/Evans	American Public Welfare Association
III. CHILD CARE SERVICES [6]	
Requires States to provide such child care services as may be necessary or appropriate to enable applicants and recipients to participate in employment, training or education activities to which they are assigned. States may charge fees on a sliding scale basis for these services. Provides 90 percent Federal matching for child care services. (Authorizes specified amounts of funding for employment, training, child care and related services. See above.) Allows States to provide child care services (and other employment-related support services) for up to 12 months to families who lose AFDC eligibility because of increased income from employment, and to charge fees on a sliding scale basis.	States must provide adequate child care assistance to persons participating in the welfare-to-jobs program. Recommends substantial public and private investments to strengthen the educational system and make quality child care services available to many more at-risk children and their families. The financial commitment of the States must be augmented by Federal resources and policies.

A. COMPARISON OF RECOMMENDATIONS OF SELECTED WELFARE REFORM STUDY PANELS—Continued

New York State Task Force on Poverty and Welfare	Project on the Welfare of Families (Babbitt/Flemming)
Recommends the following: Expand preschool enrollment to include all 3 and 4 year olds. Subsidize child care to increase its affordability, directing subsidies first at participants in welfare and work programs and then on a sliding fee basis to the working poor. Make subsidies in such a way that families have considerable flexibility in choosing arrangements. Require some degree of registration or licensing for facilities that receive subsidies. Expand the child care tax credit and make it more available. Assist parents in arranging care through parental leave and flexible working hours. The educational system must play a large part in child care strategy. There could be experiments with coordinating preschool programs with afterschool care, extending the school day and moving to full-day kindergarten and expanding experimental summer programs.	Recommends that employment, training and placement programs include a child care assistance component. There should be a "reasonable" deduction for child care for purposes of determining the amount of the AFDC benefit.

A. COMPARISON OF RECOMMENDATIONS OF SELECTED WELFARE REFORM STUDY PANELS—Continued

S. 2926 (99th Congress) Durenberger/Evans	American Public Welfare Association
IV. TEENAGE PREGNANCY	
	Recommends: Prevention strategies aimed at fostering positive self-regard, educational achievements and career planning. Support activities, including comprehensive services to help teens avoid repeat pregnancies and to assure the health and safety of parent and child. Completing high school at a minimum and developing employment skills are priorities for both the teen mother and father. Human services agencies must coordinate their case management efforts with education, health and employment agencies. A Center for State Action on Adolescent Pregnancy to help States and communities develop specific prevention and remediation programs. The center would compile information and offer techncial assistance. A Federal consortium (HHS, Labor, Education, Treasury, Agriculture and Commerce) whose agenda would include funding for prevention and remediation programs and administrative flexibility. Private consortia, including private foundations and universities, whose agenda would be funding, evaluation and dissemination of findings; and the broader community, whose agenda would be public education.

A. COMPARISON OF RECOMMENDATIONS OF SELECTED WELFARE REFORM STUDY PANELS—Continued

New York State Task Force on Poverty and Welfare	Project on the Welfare of Families (Babbitt/Flemming)
Recommends: Dramatic intervention to reduce teenage pregnancy, including sex education and family planning services through the cooperation and assistance of parents and community organizations; and career guidance for young women beginning in junior high school.	Recommends: Policies to encourage postponement of premarital sexual activity, including offering better education and employment opportunities, reducing discrimination, offering vocational education, and providing realistic information about jobs, limits of welfare support, costs of children, etc. Policies to reduce pregnancy by providing information and counseling that includes family planning education, parenting and family life education (promoting two-parent lifestyle), and information on child support and laws on fathers' responsibility; and by providing health care services. Policies to reduce single parenthood by acquainting youth with options and appropriate referrals at each stage of decision making, from decisions about sexual activity through delivery and possible adoption; providing information on fathers' legal and financial responsibilities; and advocating the child's right to father involvement. Reducing long-term dependency by experimenting with and evaluating work and welfare services early in recipiency—promoting education and training through: increasing the educational status of young mothers; promoting the use of child care; extending remedial education and job training to fathers who live with or provide support for children of teenage mothers; encouraging girls to remain living with their parents; providing parenting, family life education; and encouraging family planning to reduce subsequent births. Promoting the involvement of fathers through: Vigorous, immediate pursuit of paternity cases; increasing the provision of AFDC-UP for families when the father stays with the family; reducing court orders for child support temporarily while the absent father is enrolled in job training or education; increasing the legal acknowledgement of fatherhood early in the child's life; increasing the long-term monitoring and tracking of child support cases to speed up payment; and linking teen mothers with a variety of counseling and special services to make sure they are getting help from available programs.

A. COMPARISON OF RECOMMENDATIONS OF SELECTED WELFARE REFORM STUDY PANELS—Continued

S. 2926 (99th Congress) Durenberger/Evans	American Public Welfare Association
V. HEALTH [7]	
Requires States to provide Medicaid to all children under age 5 in families with income below poverty. Pregnant women in these families must also be eligible (including the 60-day period following pregnancy). The age of automatic eligibility for children is raised annually to cover all those under age 12 by FY95. HHS will set nationwide standards of service coverage. Requires States to extend Medicaid to all persons eligible for but not receiving SSI, certain institutionalized persons not now eligible, and others currently excluded in States that have more restrictive eligibility rules for SSI recipients. Requires all States to have programs for the medically needy. Provides 90% Federal matching for services to children and pregnant women in families below poverty. Gradually increases Federal matching for services to other participants, reducing State matching requirements by 2 percentage points a year to FY95. Federal matching is capped at 90%. Holds States harmless for any increases in Medicaid costs atributable to the amendments in FY88 and FY89. Creates a new block grant to provide long-term care.	Recommends medical coverage for families in transition from welfare to work.

A. COMPARISON OF RECOMMENDATIONS OF SELECTED WELFARE REFORM STUDY PANELS—Continued

New York State Task Force on Poverty and Welfare	Project on the Welfare of Families (Babbitt/Flemming)
Recommends that Government ensure access to basic health care coverage and make it available free of charge to the poor and for a sliding fee based on income to others. It could be provided through capitated cost-controlled plans, such as HMOs.	Ultimately seeks universal health coverage through a combination of broadening private coverage and making Government programs more equitable. High priority should be given to families with children below poverty. Recommends uncoupling Government health care assistance from welfare eligibility rules. Assistance should be based on financial need only. Medicaid should encourage more appropriate use of health services, e.g., raise per unit fees and charges to encourage participation by providers, while also experimenting with risk-sharing arrangements between providers and Government to control costs. Recommends placing greater emphasis on primary and preventive care.

A. COMPARISON OF RECOMMENDATIONS OF SELECTED WELFARE REFORM STUDY PANELS—Continued

S. 2926 (99th Congress) Durenberger/Evans	American Public Welfare Association
VI. OTHER TOPICS THAT ARE ADDRESSED	
Devolution: Terminates and reduces Federal funding for a number of programs. Fiscal Capacity Grants: Proposes general purpose fiscal assistance grants for States and localities with low tax capacity. How to pay for proposals: Implement the elements of the proposal gradually on a fiscally neutral basis.	Education: The nation must begin to act on studies and recommendations in recent reports on the critical state of public educaiton. (Discussion refers to programs for at-risk preschool children, assuring that children meet new educational standards throughout their school years, and preparing students to make effective transitions from home to school and from school to work.) How to pay for proposals: It may be possible to provide part of funding through redistribution of responsibilities among levels of government, or devolution of programs from Federal to State government.

A. COMPARISON OF RECOMMENDATIONS OF SELECTED WELFARE REFORM STUDY PANELS—Continued

New York State Task Force on Poverty and Welfare	Project on the Welfare of Families (Babbitt/Flemming)
Economic Policy and Education: Recommends making self-sufficiency possible by: Building a strong, inclusive economy, through employment-oriented macroeconomic policies at the Federal level, anti-discrimination efforts and investments in poor neighborhoods. Creating a first-class work force, through reforms in education, investments in pre-school education, support for training in the private sector and compensatory training for those who lack the skills and abilities to compete in the labor market. How to pay for proposals: Recommends implementing proposals using an incremental approach that balances new initiatives with fiscal constraints.	Education: Recommends raising the quality of general education, making appropriate investments in early childhood education, and finding ways to expose high school students to the demands of the world of work. Devolution: Recommends devolving to State and local governments, and the private sector, more responsibility for programs not filling vital human needs. How to pay for proposals: Suggests that the proposals may be paid for in a budget-neutral way by using the following options: scale back Federal outlays in such areas as mass transit, economic development, and Defense Department impact aid; recycle, in a progressive way, some of the funds paid out by social insurance by taxing a greater proportion of benefits or raising the ceiling on the amount of payroll that is subject to tax. Financing should be progressive.

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[1] The Report of the Committee on Federalism and National Purpose (Evans/Robb) recommends a Federal minimum benefit level and national eligibility standards for AFDC. It recommends that the minimum benefit should be set at a level that, combined with food stamps, is between 75% and 90% of the poverty level. It would be adjusted for geogrpahic cost of living differences. The Report recommends that the Federal Government assume full policy responsibility for AFDC.

[2] 1986 estimated poverty line, $8,738 for a family of 3, $11,200 for a family of 4.

[3] The Report of the Committee on Federalism and National Purpose (Evans/Robb) also specifically recommends extension of AFDC—UP to all States.

[4] The Report of the Committee on Federalism and National Purpose (Evans/Robb) recommends 90% Federal funding of minimum benefit payments, with 10% State match.

[5] The Report of the Committee on Federalism and National Purpose (Evans/Robb) recommends that all levels of government should launch a major effort to make employment programs more effective in helping recipients become self-supporting. "To the maximum extent possible, convert welfare systems into job systems."

[6] The Report of the Committee on Federalism and National Purpose (Evans/Robb) does not directly address this issue.

[7] The Report of the Committee on Federalism and National Purpose (Evans/Robb) recommends a nationwide benefit floor for Medicaid, uniform eligibility standards, nationwide coverage of the medically needy, and 90% Federal funding of Medicaid costs.

B. Comparison of Work and Welfare Provisions

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The work incentive (WIN) program is the primary current law program of work-related activities for welfare recipients.

The Administration has recommended legislation to replace the WIN program with a new program called Greater Opportunities through Work (GROW). This proposal is included in the bill S. 636.

In the 99th Congress, Senator Moynihan and Representative Levin introduced legislation proposing another alternative to present-law work and welfare programs (S. 2513 and H.R. 4929). Their proposal was called the Work Opportunities and Retraining Compact (WORC). This comparison is based on a revised version of WORC as introduced by Representative Levin in the 100th Congress (H.R. 1696).

B. COMPARISON OF WORK AND WELFARE PROVISIONS

PRESENT LAW

GREATER OPPORTUNITIES THROUGH WORK [GROW] ACT

WORK OPPORTUNITIES AND RETRAINING COMPACT [WORC]

Element	Present Law
I. MAJOR ELEMENTS	
Nature of work/training program for recipients of AFDC (Aid to Families with Dependent Children).	Major permanent program is the Work Incentive (WIN) program which is jointly administered by the Department of Health and Human Services and the Labor Department (at the State level by the welfare agency and the employment service). States may instead operate a WIN demonstration program of their own design through the welfare agency. States also may operate job search, workfare, and work supplementation programs. States are required to certify employable recipients for participation in WIN or other work-related activities and to impose penalties on those who refuse to accept employment or to participate in other work activities.
Required participants.	Generally, recipients over age 16 except children in school and persons caring for children under age 6.
Federal funding.	Supportive services (such as child care) and education and training costs under the WIN and WIN demonstration programs are funded on a 90 percent Federal basis but subject to an overall limit based on annual appropriations. Supportive services and administrative costs for job search, community work experience, and work supplementation are funded on a 50 percent Federal basis as an open-ended entitlement.

B. COMPARISON OF WORK AND WELFARE PROVISIONS

PRESENT LAW

GREATER OPPORTUNITIES THROUGH WORK [GROW] ACT

WORK OPPORTUNITIES AND RETRAINING COMPACT [WORC]

Greater opportunities through work [GROW]	Work opportunities and retraining compact [WORC]
The WIN program (including WIN demonstration authority) would be repealed. State welfare agencies would be required to have employable recipients participate in activities such as basic education, employment search, community work experience, work supplementation, or Job Training Partnership Act activities. In place of work activities, children and teenage parents would be required to participate in education. As under present law, States would be required to penalize recipients who refuse without good cause to participate. States would be required to achieve specified levels of caseload participation or face reductions in AFDC benefit funding	State welfare agencies would be required to assess the employability of all employable AFDC applicants and recipients and to arrange for assigning them to employment, training, or educational activities which could include WIN or WIN demonstration programs, community work experience, work supplementation, Job Training Partnership Act programs, job search, or any other appropriate program. The proposal retains provisions under which penalties are imposed on recipients who refuse without good cause to participate, but the State agency would have the flexibility to determine the terms and conditions of participation in employment, training, and education activities.
Generally, recipients over age 16 except mothers with infants under 6 months. Children and teenage parents would be required to attend high school	Generally, recipients over age 16 except children in school and persons caring for children under age 3. No more than half-time participation would be required for persons caring for children under age 6.
Supportive services and administrative costs and the cost of operating job search and work experience programs would be funded as an open-ended entitlement at a 50 percent Federal rate. Costs of training and education would not be Federally matched.	Training and education costs would be funded at the higher of 70 percent or the medicaid matching rate (plus 5 percent for States meeting performance standards). Adminstrative and supportive services costs would be funded at a 50 percent Federal rate. All funding wouild be an open-ended entitlement basis.

B. COMPARISON OF WORK AND WELFARE PROVISIONS—Continued

Element	Present law
II. DETAILED DESCRIPTION	
Activities which may be required.	Accept offer of employment; Participate in job search; WIN activities including job search, work experience, on-the-job training, institutional training, and public service employment (or other activities including referral to other programs such as JTPA); Participate in WIN demonstration program activities, (WIN demonstration authority expires in 1988); Participate in community work experience program (unpaid work on projects which serve a useful public purpose). Hours of participation may not exceed the family AFDC payment divided by the minimum wage. (Work supplementation—in which welfare funds are used to subsidize wages rather than to pay benefits—may be used by States as one of its work program activities, but participation in this element must be voluntary).

B. COMPARISON OF WORK AND WELFARE PROVISIONS—Continued

Greater opportunities through work [GROW]	Work opportunities and retraining compact [WORC]
Accept offer of employment;	Accept offer of employment;
Participate in job search;	Participate in job search or related services;
	WIN activities including job search, on-the-job training, institutional training, and public service employment (or other activities including referral to other programs such as JTPA);
Participate in State-designed, HHS-approved program involving "practical work experience";	Participate in WIN demonstration program activities. (WIN demonstration authority would be extended indefinely).
Participate in community work experience program (unpaid work on projects which serve a useful public purpose). Hours of participation may not exceed the family AFDC plus food stamps grant divided by the minimum wage.	Participate in community work experience program (unpaid work on projects which serve a useful public purpose). Hours of participation may not exceed the family AFDC benefit divided by the minimum wage payment.
Participate in Job Training Partnership Act activities;	Participate in Job Training Partnership Act activities;
Other time-limited training;	Participate in any other program which could further the individual's employability.
Participate in education leading to a high school diploma (or the equivalent) or providing more basic or remedial skills;	
(Work supplementation—in which welfare funds are used to subsidize wages rather than to pay benefits—may be used by States as one of its work program activities, but participation in this element must be voluntary).	(Work supplementation—in which welfare funds are used to subsidize wages rather than to pay benefits—may be used by States as one of its work program activities, but participation in this element must be voluntary).

B. COMPARISON OF WORK AND WELFARE PROVISIONS—Continued

Element	Present law
Special educational requirement.	None. (States may require participation in education by nonexempt recipients.)
Required participants.	All recipients except: Children under 16 or in full-time school or training; Those ill, incapacitated, or of advanced age; Those too remote from a WIN site; Those needed at home because of another family member's illness or incapacity; Caretaker of a child under age 6 (under age 3 for community work experience assignments); Parent or other caretaker if there is another adult in the home who is not exempt; Those working at least 30 hours per week; Pregnant women during the last 3 to 4 months of pregnancy prior to the expected birth date.
	Applicants may, at State option, be required to participate in job search. Limited to applicants who would not be exempt from WIN; duration of required job search is limited, and transportation and other services must be provided.

B. COMPARISON OF WORK AND WELFARE PROVISIONS—Continued

Greater opportunities through work (GROW)	Work opportunities and retraining compact (WORC)
States must require full time school attendance of children (and parents who are under 19) until they obtain a high school diploma (unless they refuse or fail to participate in which case they would be required to participate in one of the other required activities.) For these recipients, school attendance would fully satisfy the requirement to participate in work activities.	None. (States may require participation in education by non-exempt recipients.)
States may require full or part time school attendance for other recipients who have not obtained a high school diploma. For these recipients, school attendance would fully or partially satisfy the requirement to participate in work activities.	
All recipients except:	All recipients except:
Children under 16:	Children under 16 or in full-time school or training;
Those ill, incapacitated, or over age 60;	Those ill, incapacitated, or of advanced age;
	Those too remote from any available project;
Those needed at home because of another family member's illness or incapacity;	Those needed at home because of another family member's illness or incapacity;
The mother of a new-born child until the child is 6 months old (or, at State option, a younger age);	Caretaker of a child under age 3 (but only half-time participation, or less, can be required of an individual caring for a child under age 6);
	Parent or other caretaker if there is another adult in the home who is not exempt.
	Those working at least 30 hours per week;
Pregnant women during the last 3 to 4 months of pregnancy prior to the expected birth date;	Pregnant women during the last 3 to 4 months of pregnancy prior to the expected birth date.
Drug addicts or alcoholics who are in treatment programs	
Applicants may, at State option, be required to participate in employment search. Present law exemption provision and limit on duration is repealed.	Retains present law as to applicants.

B. COMPARISON OF WORK AND WELFARE PROVISIONS—Continued

Element	Present law
Penalties for nonparticipation.	Aid is denied for a period determined by regulations if an individual without good cause refuses to accept employment or participate in required activities. The aid cutoff affects only the individual refusing to participate except that in 2-percent families, the entire family is denied aid if the principal earner refuses to participate. Aid is also denied to the entire family where the refusal is made by the only child in a family. (Where a caretaker relative is involved, payment to the eligible children must generally be made through a representative payee.)
Supportive services.	A general provision requires State to provide supportive services necessary to participate in WIN activities and other employment related activities and, for an "appropriate" period after employment, such services as are necessary to retain employment. In addition, there are requirements for supportive services specific to the community work experience and job search authorities.

B. COMPARISON OF WORK AND WELFARE PROVISIONS—Continued

Greater opportunities through work (GROW)	Work opportunities and retraining compact [WORC]
Generally the same as present law, but provision is rewritten in different language. Adjustments would be allowed for teenage participants.	Generally the same as present law. Specifies that good cause for refusing employment is met if accepting the employment would decrease net income.
State must furnish or reimburse child care, transportation, and other services needed for an individual to participate.	A general provision requires State to provide supportive services necessary to participate in employment-related activities and, for an "appropriate" period after employment or placement in training or education, such services as are necessary to continue in that activity. A specific provision requires the State agency, for a period of 12 months after an individual completes this program and ceases to be eligible for AFDC, to furnish needed child care and transportation services and to assure adequate health care coverage. The individuals involved would contribute to the cost on a sliding scale.

B. COMPARISON OF WORK AND WELFARE PROVISIONS—Continued

Element	Present law
Extent of participation required in State.	All non-exempt recipients must "register for manpower services, training, employment, and other employment related activities." Individuals exempt by reason of caring for a child under age 6 must be given the option to register. States are required to have a program to assess the needs of registrants for supportive services, to provide those services, and to certify those who are ready for participation in work or training under WIN. (In the case of the unemployed parents' program, certification of the unemployed parent must take place within 30 days after assistance begins.) The WIN program is required to provide for testing and counseling of individuals certified by the State welfare agency. An employability plan is to be developed for each person who is found suitable to participate in job search, on-the-job training, or institutional training.
Penalties for failure of State to meet requirements.	The statute provides for Federal AFDC matching to be reduced by one percentage point for each percentage point by which the State fails to certify as ready for employment or training under WIN at least 15 percent of those recipients who are required to register. This provision is not enforced.

Greater opportunities through work [CROW]	Work opportunities and retraining compact [WORC]
For all non-exempt recipients, participation in activities which may be required must be at a level which is the equivalent of 20 hours of weekly participation by the following percentages of the non-exempt caseload: 20 percent in fiscal 1988; 30 percent in fiscal 1989; 40 percent in fiscal 1990; 50 percent in fiscal 1991; 60 percent thereafter. Applicants may, at State option, be included in the calculation of these percentages. Starting with fiscal 1992, 90 percent of children and 80 percent of teenage parents who have not completed high school must be participating full time in education leading to a diploma or equivalent. The required participation rate for these categories prior to 1992 will be phased in starting with the State's baseline participation rate in 1988.	All non-exempt recipients must "register for work-related counseling, assessment, and assignment to manpower services, education, training, employment, and other employment related activities." Individuals exempt from mandatory participation must be given the option to register. States are required to have a program to assess the needs of registrants for supportive services, to provide those services, and to certify those who are ready for participation in work or training. (In the case of the unemployed parents' program, certification of the unemployed parent must take place within 30 days after assistance begins.) In addition, for each registered applicant and recipient, States must assess employment capabilities and the need for training or education; provide each recipient and applicant with in-depth counselling; administer or arrange for participation of recipients and applicants in WIN, WIN demonstration projects; community work experience; work supplementation; a work demonstration program; a Job Training Partnership Act program; a job search program; or any other available program. An employment plan would have to be developed for each applicant and recipient; and the State would be required to "provide all possible assistance" to help individuals prepare for, enroll in, and participate in any of the programs.
For each percentage point by which the State falls short of meeting the overall required percentage of participation in employment-related activities, AFDC matching in the State would be reduced by 1/10th of 1 percent. For each percentage point by which the State falls short of the school participation requirement (for either the dependent children group or the teenage parent group), AFDC matching would be reduced by .025 percent. (Penalties imposed for not meeting the school participation requirements would be adjusted when any penalties are imposed for not meeting the general participation requirements.)	The bill provides for Federal AFDC matching to be reduced by one percentage point for each percentage point by which the State fails to assign for employment, training, or education at least 15 percent of those recipients who are required to register.

B. COMPARISON OF WORK AND WELFARE PROVISIONS—Continued

Element	Present law
Federal funding.	The general AFDC administrative matching rate of 50% applies to administration and supportive services in connection with job search, community work experience or work supplementation programs. A 90% rate (with the non-Federal 10% being in cash or kind) applies to work incentive (WIN) services. This includes both supportive services such as child care and the costs of employment-related services such as education and training. The AFDC statute treats all of the social and supportive services (including those in connection with the WIN program) as open-ended entitlements. However, annual appropriations acts have always treated the entire WIN program, including those WIN supportive services, as non-entitlements.
Administration and coordination with other agencies.	In States operating under the regular WIN authority, the work-related element of the welfare system is jointly administered by the welfare agency and the employment service. Individuals register with the employment service for work-related activities, but the welfare agency is responsible for providing the necessary supportive services. In WIN demonstration States, the welfare agency is responsible for administering the program. In both regular WIN and WIN Demonstration States, the welfare agency is responsible for administering all non-WIN work options—CWEP, job search, and work supplementation.

B. COMPARISON OF WORK AND WELFARE PROVISIONS—Continued

Greater opportunities through work [GROW]	Work opportunities and retraining compact [WORC]
Supportive services such as child care and transportation, and the costs of employment search, community work experience, other State programs of practical work experience, and work supplemention would be matched at a 50 percent rate. No matching would be provided for activities under the Job Training Partnership Act or for any training or employment activities. The WIN program and WIN matching provisions would be repealed.	Federal matching at a 50 percent rate would be provided for administrative costs and for child care, transportation, and supportive services. For the costs of counseling, assessing, and assigning individuals and for the costs of providing education and training under work programs for recipients or applicants, the matching rate would be 70 percent or, if higher, the medicaid rate. Starting with fiscal 1988, this matching rate would be increased by 5 percentage points in those States meeting performance standards related to the success of the program in helping individuals attain self-sufficiency and in reducing welfare costs.
Matching would be on an open-ended entitlement basis.	Matching would be on an open-ended entitlement basis.
Administration would be the responsibility of the welfare agency.	Administration would be the responsibility of the welfare agency. The State agency is directed to work closely with the State job training coordinating council under the Job Training Partnership Act and with the private industry councils under the Act. The JOB Training Partnership Act would be amended to include State welfare agency representation on the State council and each private industry council. The activities under this authority are to be coordinated with work and training requirements under the Food Stamp program. In case of conflict between this program and another work-related program to which a welfare recipient is referred, the rules of this program would govern.

B. COMPARISON OF WORK AND WELFARE PROVISIONS—Continued

Element	Present law
Evaluation and performance standards.	General authority is given to the Secretaries of Labor and HHS to provide for the continuing elvaluation of work incentive (WIN) programs. The WIN demonstration authority requires the Secretary of HHS to conduct two evaluations of each State project, one after 12 months and one after 3 years.
Puerto Rico, Guam, Virgin Islands.	No difference from States except that matching for supportive services (together with matching for family planning services) is subject to a specific maximum for each jurisdiction.

B. COMPARISON OF WORK AND WELFARE PROVISIONS—Continued

Greater opportunities through work [GROW]	Work opportunities and retraining compact [WORC]
Authorizes $5 million per year for four years for the Secretary of HHS to undertake research and evaluation on the effectiveness of employment programs of States under this bill. On the basis of this research and evaluation, the Secretary is directed to issue regulations "specifying outcome based performance standards."	Requires performance standards to be established within 18 months of enactment. They would be "developed and prescribed" by the Office of Technology Assessment in consultation with the Secretaries of Labor and HHS, State officials designated by Governors, and other appropriate experts. The performance standards would take into account variations in States and population characteristics and would be based on placement rates, wages, job retention, welfare cost and caseload changes, educational levels, and access to jobs providing health benefits.
Provides a separate, general requirement that each jurisdiction implement an employment program and authorizes (on a nonentitlement basis) $775,000 for Puerto Rico, $,130,000 for the Virgin Islands, and $95,000 for Guam.	Present law funding. Program as modified otherwise applies in the same way as it does in the States and D.C.

C. Description of the Administration's Welfare Reform Proposal—"Low Income Opportunity Improvement Act of 1987"—S. 610

The Administration's "Low Income Opportunity Improvement Act of 1987" authorizes "demonstrations of innovative methods to simplify existing programs of assistance for low-income families and individuals and increase their economic self-sufficiency."

SENSE OF THE CONGRESS

The bill includes a finding by the Congress that (1) the current system of programs providing assistance to low-income individuals and families inefficiently assists those who cannot meet their own needs; (2) the current system discourages work when it provides more income than recipients can earn in the kinds of jobs in which they start their working careers; and (3) reforms are impeded by fragmented and overlapping programs. It declares as the sense of Congress that (1) individuals should meet basic living requirements first through their own efforts, then through family, neighborhood, and community support, and finally through public assistance; (2) an employable individual should seek and accept employment as a condition of public assistance and should not be able to better his financial condition by choosing public assistance as an alternative to employment; and (3) State and local governments can most effectively assess individual needs and should have flexibility to address all aspects of the current system of providing low-income assistance, including determination of appropriate assistance levels and allocation of public resources, through experimentation with innovative programs providing, in a restructured and simplified manner, assistance to those for whom other resources are inadequate.

CREATION OF NEW INTERAGENCY LOW-INCOME OPPORTUNITY BOARD

Applications by States to conduct demonstrations must be reviewed by a new Interagency Low-Income Opportunity Board whose Chairman is appointed by the President. The Chairman, in consultation with the Board, has continuing responsiblity for the certification and evaluation of each demonstration. Other members of the Board are: the Secretaries of Agriculture, Health and Human Services, Housing and Urban Development, Labor, and the Interior, the Attorney General, and the Director of the Office of Management and Budget (or their designees). In addition, the Board would include the head of a department or agency (or designee) that has responsibility for the administration of a particular program that is included in a demonstration.

POLICY GOALS TO BE CONSIDERED IN CERTIFYING DEMONSTRATIONS

The bill requires the Chairman and the Board, in certifying and evaluating each demonstration, to consider the following goals:

1. to insure that public assistance is an adequate supplement for other resources in meeting essential needs;
2. to focus public assistance resources on efforts to reduce future dependency on public assistance;

3. to individualize determinations of need for public assistance, and to make such determinations, to the extent possible, through local decisions;

4. to provide public assistance only to those in need and only to the extent of that need;

5. to make work more rewarding than welfare;

6. to require that those who are able to work do so for their public assistance benefits;

7. to encourage the formation and maintenance of economically self-reliant families;

8. to require public assistance recipients to take greater responsibility for managing their resources, and to encourage community-based administration of public assistance;

9. to create opportunities for self-reliance through education and enterprise; and

10. to reduce the future costs of public assistance by reducing the need for it.

PROGRAMS THAT MAY BE INCLUDED IN A DEMONSTRATION

The bill gives a State broad latitude in deciding which programs to include. Any program may be included that meets the following criteria.

1. any Federal or federally assisted program a purpose of which is to alleviate poverty or the effects of poverty and under which (a) the amount of income or assets of the individuals, families, or other groups of program beneficiaries is considered in determining their eligibility for or amount of benefits or services under the program, or (b) the basis for allocating Federal funding among States or other eligible grantees includes consideration of the size of the low-income population within the jurisdiction served by the grantee; and

2. any nonfederal public program operated within the State which is designed to alleviate poverty.

REQUIREMENTS FOR STATE FILINGS

A filing by a State to conduct a demonstration must describe the demonstration in detail and must include the following information:

1. the programs to be included;

2. the classes of individuals and families eligible to participate;

3. (a) the principles for determining eligibility for and maximum total benefits under the programs included in the demonstration, including income and asset limits to be applied, the form or forms in which benefits are to be provided (such as cash, in kind, vouchers, insurance, or services), and the dollar value to be assigned to benefits provided in a form other than cash; and (b) information sufficient to demonstrate that benefit levels will be adequate to allow individuals and families to reasonably meet the needs previously addressed by the programs included in, but superseded by, the demonstrations, when such benefits are used to supplement individual, family, and com-

munity resources, and to reasonably assure that the demonstration will not adversely affect those in need;

4. the way in which the demonstration is expected (a) to improve low-income individuals' and families' opportunities and abilities to achieve economic independence through employment, (b) to improve the functioning of low-income communities in support of the efforts of such individuals and families to attain independence, and (c) to improve the efficiency and effectiveness of programs included in the demonstration.

The State must specify the employment-related activities, such as job search, and work and training activities designed to directly improve employability, that will be required of individuals receiving assistance under the demonstration, and the circumstances in which such individuals will be exempt from participation requirements.

The State must also:

(1) specify the geographic area or political subdivisions covered by the demonstration, and designate the agency responsible for conducting the demonstration;

(2) describe the steps to be taken to give the public certain basic information relating to the demonstration;

(3) specify the time period of the demonstration and the reasons that period was selected;

(4) specify the laws for which waiver is requested;

(5) set forth a budget that describes the amounts and sources of funding for the demonstration, including Federal funds that would have been made available under the programs included in the demonstration, and nonfederal funds that would have been required in order to obtain such Federal funding, as well as any other sources;

(6) provide for the conduct of audits;

(7) include an agreement to submit an annual report and to cooperate in the Board's review and evaluation of the demonstration; and

(8) describe the procedures for determining eligibility and benefits under the demonstration, and the administrative and fiscal procedures to be used.

PROVISION FOR EVALUATION

When a State files to conduct a demonstration, it must provide in that filing a description of its plan to evaluate the results of the demonstration. This must include (1) the way in which the State will use control or comparison groups to assess the extent to which dependency on welfare has been reduced in excess of the reduction that would have occurred without the demonstration, or, if the use of such groups is not feasible, the alternative ways that will be used to obtain measurable results during and after the demonstration; and (2) the measures that the State proposes for use in assessing the extent to which dependency on welfare and other programs serving low-income populations has been reduced.

How Demonstrations Will Be Funded

The head of each Federal agency with responsibility for a program to be included in the demonstration will estimate the amount of Federal funds that would, but for the demonstration, be provided to the State or entity within the State to operate the program (or part of a program) for each fiscal year the demonstration will be in effect. The agency head will also estimate the amount of nonfederal funds that the State would be required to contribute under the program. The Chairman of the Interagency Board will determine whether the funding determined by the Federal agency head, and the budget submitted by the State, are consistent and adequate to carry out the demonstration. If so, the funding for the demonstration will be approved.

The budget of the demonstration will be reviewed at least annually, and adjustments will be made to take account of changes in Federal laws or regulations. The Chairman will have authority to establish a single nonfederal share requirement for each year of the demonstration.

To the extent that, because of the effectiveness of the demonstration in achieving the objectives of the Act, less Federal funding is needed than is provided in the budget for the demonstration, the State may keep the excess funds and use them to improve the demonstration or to otherwise benefit individuals and families included in the demonstration.

Authority of Chairman To Waive Federal Law and Regulations

The Chairman of the Interagency Board will have the authority to waive any law or part thereof, or regulation or part thereof, applicable to a program to be included in a demonstration which is requested by a State and which he finds necessary or appropriate to the demonstration.

Conditions Under Which the Chairman Shall Approve Demonstrations

The Chairman of the Board shall approve a demonstration if—

1. it is structured to permit sound evaluation of its effectiveness in meeting the objectives of the Act;
2. the rights of individuals and families under title VI of the Civil Rights Act of 1964, the Age Discrimination Act of 1973, title IX of the Education Amendments of 1972, title VIII of the Civil Rights Act of 1968, and all other applicable law prohibiting discrimination, will be protected; and
3. all requirements of the Act are otherwise met.

Benefit Eligibility Rights Under a Demonstration

If an individual or family is eligible to participate in the demonstration, then the individual or family will only be eligible for benefits under any program included in the demonstration under the terms and as part of the demonstration.

CHANGES IN DEMONSTRATIONS

If a State determines that an amendment to the demonstration would improve the likelihood of its accomplishing the objectives of the Act, and the amendment otherwise meets all requirements for certification, the Chairman of the Board must certify the State's amendment.

TERMINATION OF DEMONSTRATIONS

The bill gives the Governor of a State authority to terminate a demonstration, upon the provision of three months' notice to the Chairman of the Board, if the Governor finds that the demonstration is not achieving or is not likely to achieve the purposes of the Act, and that the interests of the Federal government, the State, or the participating individuals would be better served by returning to the separate conduct of the programs.

The Chairman of the Board may also terminate a demonstration, upon at least three months' notice, if he determines that the demonstration is not meeting the conditions of the Act or the applicable laws and regulations not waived in the certified filing.

REQUIRED REPORTS

A State that is conducting a demonstration must submit an annual report to the Board on the progress of the demonstration, and, at the completion, must submit a final report that includes findings and such recommendations as the Governor finds appropriate to assist in restructuring the Federal programs involved.

The Chairman of the Board is required to submit an annual report to the Congress describing the demonstrations being conducted during the relevant year.

EFFECTIVE DATE

The Act is effective upon enactment.

D. Statement of National Governors' Association—Policy on Welfare Reform, February 24, 1987

JOB-ORIENTED WELFARE REFORM

We believe that public assistance programs must foster the creation, strengthening and preservation of a solid family structure in which parents can do productive work and raise healthy children. They must provide incentives and opportunities for individuals to get the training they need and to seek jobs. It is our aim to create a system where it is always better to work than be on public assistance.

The Governors are convinced that the provision of genuine employment opportunities represents the surest route out of poverty for our nation's poor families and children. For this reason, the current system must be refocused to place primary emphasis on the placement of recipients into jobs and the removal of existing barriers to economic self-sufficiency.

Our approach to welfare reform is grounded in the notion that we can and must *prevent* dependency on welfare by strengthening the family and by aggressively providing opportunities for work. This preventive approach reflects our belief that investment in human development is a critical part of any agenda for economic growth. The initial costs of this investment may be somewhat higher than current expenditure levels, but we believe that public expenditures will eventually be lowered if we can target resources on programs that will reduce the need of children and their families to resort to the welfare system.

The federal government and the states must be prepared to invest in programs that address the many recognized needs which are factors in welfare dependency. A major NGA effort, entitled "Bringing Down the Barriers", is currently identifying strategies to help us address these problems at the critical stages of childhood and adolescence. Initial steps have been taken with public and private sector funds, but we must strengthen and further develop initiatives to reduce the incidence and consequences of teen pregnancy; increase the rate of high school completion and adult literacy; increase access to prenatal and primary health care for children and their families; increase the collection of child support from absent parents; improve parenting skills; and reduce alcohol and drug abuse. Sound preventive initiatives in these areas will pay off, we are convinced, in a reduced need for welfare assistance in the future.

The Governors' aim in proposing a welfare reform plan is to turn what is now primarily a payments system with a minor work component into a system that is first and foremost a jobs system, backed up by an income assistance component. This must be the first step in any serious attempt to reform the welfare system. In addition to this immediate reform goal, our plan envisions an income assistance system which provides more adequate financial support for those unable to work, as well as for those taking the necessary steps to increase their employability.

To achieve these goals, the Governors strongly believe that public assistance must be formulated in terms of a contract between government and the individual. Responsibility must flow in two directions in this relationship. The individual must be committed to undertaking a number of specific actions to prepare for and seek a job, with the objective of achieving self-sufficiency. In return, government must commit itself to investing in the employability of the individual and to providing adequate income assistance.

This notion of a social contract recognizes that the welfare system serves individuals with a wide range and variety of needs. We cannot expect that uniform treatment of "caseloads" will meet individuals' circumstances with satisfactory results. The Governors believe that there is substantial gain in the notion of services and contracts tailored to individual families.

The major obligation of the individual in the public assistance contracts we propose is to prepare for and seek, accept, and retain a job. The Governors recommend that all employable welfare recipients must participate in an education, job training, or replacement program and accept a suitable job when it is offered. Employable recipients include those with children age 3 or older.

In this way, we hope to prevent long-term welfare dependence by bringing into the employment stream parents who have been welfare recipients for relatively short periods of time. We also believe that this recommendation reflects current social and economic realities. As affordable, quality child care for younger children becomes available, we believe that recipients with children age 1 or older can successfully participate in an education or jobs program.

The Governors believe it is critical to give high priority to young, first-time mothers. Studies show that over 60 percent of AFDC mothers under age 30 had their first child as teenagers. In many cases it is easier to train and find jobs for those individuals than for long-term recipients. For a relatively modest investment, there is the potential for substantial savings if these individuals can be diverted from the welfare system into the job stream. This would also tend to reduce the incidence of a second or third birth.

At the same time, the Governors believe that the employment needs of long-term welfare recipients must be addressed. As indicated by successful state employment and training initiatives, long-term welfare recipients can achieve self-sufficiency if given the necessary training and support services. Therefore, in designing our employment and training programs, we are likewise committed to helping these individuals reduce their dependence on welfare.

The principal responsibility of government in the welfare contract is to provide education, job training, and/or job placement services to all employable recipients. These services must be carefully structured so that they suit the employment needs of individual participants.

Government also has the obligation to provide adequate support services to individuals participating in the program, particularly the critical supports of child care and health care coverage. Parents cannot be expected to give up welfare if the loss of Medicaid jeopardizes access to health care for their families. Once a participant has found a job, support services should be provided for a transition period. The Governors support the development of initiatives through which people who are not covered by Medicaid and whose jobs do not provide health coverage can be provided health services, and we are ready to work with the Administration and Congress on this issue. For example, in our policy on "Health Care for Uninsured Individuals" we recommend an expansion of pooling arrangements, tax exemptions for health care premiums paid by unemployed workers for continuation coverages, and changes in tax policy such as equitable treatment for health care coverage of unincorporated businesses.

The Governors also recognize that unpaid child support represents a sizable resource ~~for~~ low income families and we will continue to strengthen current enforcement efforts. Toward that end, we are committed to full implementation of the 1984 Federal child support amendments. Moreover, the Governors will continue to explore other proposals, such as increased interstate cooperation and enforcement; extension of employment and training to non-custodial parents; and implementation of equitable support guidelines, to help ensure that individuals fulfill their basic parental responsibility of income support for their children.

The contract, in addition to expressing a key conceptual tenent of our approach to welfare reform, must be a central mechanism for implementing our recommendations. The contract implies a level of specificity generally not found in public assistance programs. Indeed, the Governors believe that job-oriented welfare reform cannot succeed unless it is "customized" to take into account the circumstances and needs of individuals and their families.

The most promising approach for implementing the contract is case management, in which the responsible government agency and caseworker broker and coordinate the multiple social, health, education, and employment services necessary to promote self-sufficiency and to strengthen family life. Several states have shown that we can personalize the bureaucracy through this approach, and that the one-to-one relationship provides enormously important incentives for both parties to succeed.

Finally, the contract must be enforceable. If the recipient does not meet his or her obligations under the contract, then the adult's portion of the assistance payment should be eliminated until he or she meets the terms of the contract. Support for the child would be preserved. Similarly, if government does not fulfill its obligations, then the contract would not be enforceable and full assistance to the entire family would continue.

The Governors believe that it is the proper role of the federal government to structure funding so that the governmental obligations of the welfare contract can be met. Funding for the education, job training and placement programs for welfare recipients should be primarily federal, but retain a significant state contribution.

Under the current system, federal spending devoted specifically to the training and placement of welfare recipients represents substantially less then one percent of the amount spent for AFDC benefits. Nothing could indicate more dramatically the lack of jobs focus in our current program.

In implementing our welfare reform plan, it is critical that federal matching funds be made available for all services which are extended to recipients who are required to participate in the jobs program. Further, the emphasis on jobs should be reflected in the federal matching rate. Ultimately, we believe that there should be a higher matching rate for the jobs program than for the income assistance program.

We are willing to be judged on our performance in spending federal and state funds on job training and placement programs. We are willing to work with the federal government to devise standards which reflect real measures of outcome—e.g., how many clients are getting into lasting jobs, and to what extent is welfare dependency reduced? But we oppose federal requirements that tell us how to implement job-related services. There is no one solution to the challenge of employability and job placement. The leading innovations have come from the states in this area, and the states must have maximum flexibility in designing their education, training and employment programs for welfare recipients.

Reform of Income Assistance

The immediate goal of the Governors is to put into place the preventive initiatives and the jobs programs recommended above. As these begin to take effect, reducing dependency on welfare and restraining public spending on public assistance, we believe that reform of the basic cash assistance program, Aid to Families with Dependent Children (AFDC), must be undertaken. It is our intent that the reforms in the income assistance program will be funded with savings realized through our preventive initiative and through our jobs program.

It is our equally important—if longer-range—goal to provide adequate income support for families in which no individual can work. In some areas of the country and for some recipients, benefit levels are not adequate to meet minimal requirements. There is no systematic or uniform way of setting benefits, and levels are determined with little regard for the cost of meeting the basic requirements of supporting a family.

The Governors recommend that income support should be based on a measure of family need, or family living standard. This standard would represent the cost of purchasing family essentials—food, housing, clothing, health care, etc. It would be determined on a state-by-state basis, using a nationally-consistent methodology. Support should be provided for current AFDC recipients plus two-parent families where that option is not available. Coverage should be increased gradually to all families living below the family living standard.

Given limited federal and state resources, this new income support payment must be phased in gradually. Initial payments should be set at a national minimum percentage of each state's family living standard. This percentage should be increased over time, as resources allow, with the goal being the payment of the full family living standard. Funding of the national minimum percentage should be primarily federal, but retain a significant state match. If a state supplements payments above the national minimum, the federal match should start at current AFDC matching rates and increase as the supplement increases.

It is critical that benefits in this system be structured so that it is always financially better for the recipient to work than to receive cash assistance. The system must be designed carefully so that there are no disincentives for employers to provide wages above the mimimum or to reduce or eliminate health care coverage.

We recognize that changes of the magnitude we have recommended may not be accomplished overnight. We also realize that our goals can be achieved in numerous ways. We are prepared to work with all of our partners in government and in the private sector to develop sound plans which will prevent and reduce the dependence of families on the welfare system.

PART VIII

SELECTED INCOME, WAGE AND POPULATION DATA

TABLE G-1.—PERSONS, FAMILIES, AND UNRELATED INDIVIDUALS BELOW THE POVERTY LEVEL IN 1985 AND 1984

[Numbers in thousands. Persons, families, and unrelated individuals as of March of the following year]

Charasteristic	Below poverty level			Poverty rate		
	1985	1984	Difference (1985 minus 1984)	1985	1984	Difference (1985 minus 1984)
All persons	33,064	33,700	−636	14.0	14.4	** −0.4
White	22,860	22,955	−95	11.5	11.5	−0.1
Black	8,926	9,490	* −564	31.3	33.8	* −2.5
Spanish origin [1]	5,236	4,806	*430	29.0	28.4	0.6
Under 15 years	11,110	11,455	−345	21.5	22.2	−0.7
15 to 24 years	6,363	6,581	−218	16.6	17.0	−0.4
25 to 44 years	7,899	7,938	−39	10.6	11.0	** −0.4
45 to 54 years	1,911	2,100	* −189	8.4	9.4	* −1.0
55 to 59 years	1,103	1,131	−28	9.8	9.9	−0.1
60 to 64 years	1,222	1,167	55	11.3	10.9	0.4
65 years and over	3,456	3,330	126	12.6	12.4	0.2
Northeast	5,751	6,531	* −780	11.6	13.2	* −1.6
Midwest	8,191	8,303	−112	13.9	14.1	−0.2
South	12,921	12,792	129	16.0	16.2	−0.2
West	6,201	6,074	127	13.0	13.1	−0.1
All related children under 18 years	12,814	13,274	−460	20.5	21.3	−0.8
White	8,082	8,348	−266	15.9	16.5	−0.6
Black	4,136	4,392	−256	43.4	46.5	−3.1
Spanish origin [1]	2,558	2,351	**207	39.9	39.0	0.9
In families	12,483	12,929	−446	20.1	21.0	−0.9
In unrelated subfamilies	331	345	−14	54.1	60.8	−6.7
All families	7,223	7,277	−54	11.4	11.6	−0.2
White	4,983	4,925	58	9.1	9.1	-
Black	1,983	2,094	−111	28.7	30.9	** −2.2
Spanish origin [1]	1,074	991	**83	25.5	25.2	0.3
Married-couple families	3,438	3,488	−50	6.7	6.9	−0.2
Male householder, no wife present	311	292	19	12.9	13.1	−0.2
Female householder, no husband present	3,474	3,498	−24	34.0	34.5	−0.5

TABLE G-1.—PERSONS, FAMILIES, AND UNRELATED INDIVIDUALS BELOW THE POVERTY LEVEL IN 1985 AND 1984—Continued

[Numbers in thousands. Persons, families, and unrelated individuals as of March of the following year]

Charasteristic	Below poverty level			Poverty rate		
	1985	1984	Difference (1985 minus 1984)	1985	1984	Difference (1985 minus 1984)
All unrelated individuals	6,725	6,609	116	21.5	21.8	−0.3
Male	2,499	2,575	−76	17.4	18.7	−1.3
Female	4,226	4,035	191	24.8	24.4	0.4

- Rounds to zero.
*Significant at the 95-percent confidence level.
**Significant at the 90-percent confidence level.
[1] Persons of Spanish origin may be of any race.

Source: Money Income and Poverty status of families and persons in the United States: 1985, Bureau of the Census, Series P-60, No. 154.

TABLE G-2.—ESTIMATED POVERTY THRESHOLDS IN 1986

Size of family unit	Estimated threshold
1 person (Unrelated individual)	$5,574
Under 65 years	5,701
65 years and over	5,255
2 persons	7,133
Householder under 65 years	7,370
Householder 65 years and over	6,628
3 persons	8,738
4 persons	11,200
5 persons	13,257
6 persons	14,979
7 persons	16,976
8 persons	18,868
9 persons or more	22,508

Source: Bureau of the Census, Department of Commerce.

TABLE G-3.—NUMBER AND MEDIAN INCOME (IN 1986 DOLLARS) OF FAMILIES AND PERSONS, AND POVERTY STATUS, BY RACE, SELECTED YEARS, 1960–85

Year	Familes [1]						Persons below poverty level		Median income of persons 14 years old and over with income [2]			
			Below poverty level						Males		Females	
			Total		Female householder							
	Number (millions)	Median income	Number (millions)	Rate	Number (millions)	Rate	Number (millions)	Rate	All persons	Year-round full-time workers	All persons	Year-round full-time workers
All races:												
1960	45.5	$20,415	8.2	18.1	2.0	42.4	39.9	22.2	$14,822	$19,740	$4,582	$11,971
1961	46.4	20,623	8.4	18.1	2.0	42.1	39.6	21.9	15,064	20,363	4,600	12,015

TABLE G-3.—NUMBER AND MEDIAN INCOME (IN 1986 DOLLARS) OF FAMILIES AND PERSONS, AND POVERTY STATUS, BY RACE, SELECTED YEARS, 1960–85—Continued

Year	Families [1]						Persons below poverty level		Median income of persons 14 years old and over with income [2]			
			Below poverty level						Males		Females	
			Total		Female householder							
	Number (millions)	Median income	Number (millions)	Rate	Number (millions)	Rate	Number (millions)	Rate	All persons	Year-round full-time workers	All persons	Year-round full-time workers
1962	47.1	21,181	8.1	17.2	2.0	42.9	38.6	21.0	15,548	20,721	4,773	12,296
1963	47.5	21,957	7.6	15.9	2.0	40.4	36.4	19.5	15,849	21,329	4,821	12,494
1964	48.0	22,783	7.2	15.0	1.8	36.4	36.1	19.0	16,117	21,793	5,025	12,868
1965	48.5	23,720	6.7	13.9	1.9	38.4	33.2	17.3	17,126	22,496	5,185	13,012
1966 [3]	49.2	24,967	5.8	11.8	1.7	33.1	28.5	14.7	17,588	23,055	5,431	13,345
1967	50.1	25,560	5.7	11.4	1.8	33.3	27.8	14.2	17,892	23,485	5,803	13,526
1968	50.8	26,691	5.0	10.0	1.8	32.3	25.4	12.8	18,491	24,162	6,243	14,125
1969	51.6	27,680	5.0	9.7	1.8	32.7	24.1	12.1	18,865	25,436	6,256	14,898
1970	52.2	27,336	5.3	10.1	2.0	32.5	25.4	12.6	18,479	25,444	6,197	15,071
1971	53.3	27,319	5.3	10.0	2.1	33.9	25.6	12.5	18,836	25,582	6,396	15,143
1972	54.4	28,584	5.1	9.3	2.2	32.7	24.5	11.9	19,157	27,098	6,683	15,565
1973	55.1	29,172	4.8	8.8	2.2	32.2	23.0	11.1	19,502	27,761	6,768	15,706
1974 [3]	55.7	28,145	4.9	8.8	2.3	32.1	23.4	11.2	18,438	26,531	6,723	15,650
1975	56.2	27,421	5.5	9.7	2.4	32.5	25.9	12.3	17,695	25,852	6,766	15,428
1976	56.7	28,267	5.3	9.4	2.5	33.0	25.0	11.8	17,813	26,190	6,758	15,708
1977	57.2	28,419	5.3	9.3	2.6	31.7	24.7	11.6	17,970	26,752	6,996	15,647
1978	57.8	29,087	5.3	9.1	2.7	31.4	24.5	11.4	18,031	26,485	6,708	15,897
1979 [4]	59.6	29,029	5.5	9.2	2.6	30.4	26.1	11.7	17,457	25,905	6,450	15,608
1980	60.3	27,446	6.2	10.3	3.0	32.7	29.3	13.0	16,358	25,031	6,423	15,132
1981	61.0	26,481	6.9	11.2	3.3	34.6	31.8	14.0	15,936	24,475	6,456	14,734
1982	61.4	26,116	7.5	12.2	3.4	36.3	34.4	15.0	15,547	24,134	6,561	15,227
1983 [3]	62.0	26,642	7.6	12.3	3.6	36.0	35.3	15.2	15,830	24,301	6,916	15,644
1984	62.7	27,376	7.3	11.6	3.5	34.5	33.7	14.4	16,157	24,861	7,113	15,972
1985	63.6	27,735	7.2	11.4	3.5	34.0	33.1	14.0	16,311	24,999	7,217	16,252
White:												
1970	46.5	28,358	3.7	8.0	1.1	25.0	17.5	9.9	19,423	26,172	6,278	15,337
1971	47.6	28,347	3.8	7.9	1.2	26.5	17.8	9.9	19,223	26,302	6,502	15,318
1972	48.5	29,697	3.4	7.1	1.1	24.3	16.2	9.0	20,093	28,075	6,727	15,871
1973	48.9	30,389	3.2	6.6	1.2	24.5	15.1	8.4	20,463	28,565	6,834	15,972
1974 [3]	49.4	29,249	3.4	6.8	1.3	24.8	15.7	8.6	19,315	27,048	6,800	15,783
1975	49.9	28,518	3.8	7.7	1.4	25.9	17.8	9.7	18,589	26,450	6,836	15,464
1976	50.1	29,361	3.6	7.1	1.4	25.2	16.7	9.1	18,778	26,970	6,814	15,828
1977	50.5	29,717	3.5	7.0	1.4	24.0	16.4	8.9	18,823	27,299	7,103	15,746
1978	50.9	30,287	3.5	6.9	1.4	23.5	16.3	8.7	18,885	26,976	6,789	16,047
1979 [4]	52.2	30,292	3.6	6.9	1.4	22.3	17.2	9.0	18,237	26,653	6,511	15,744
1980	52.7	28,596	4.2	8.0	1.6	25.7	19.7	10.2	17,400	25,745	6,458	15,278
1981	53.3	27,816	4.7	8.8	1.8	27.4	21.6	11.1	16,910	25,050	6,528	14,980
1982	53.4	27,420	5.1	9.6	1.8	27.9	23.5	12.0	16,437	24,777	6,650	15,432
1983 [3]	53.9	27,898	5.2	9.7	1.9	28.3	24.0	12.1	16,654	24,950	7,037	15,853
1984	54.4	28,674	4.9	9.1	1.9	27.1	23.0	11.5	17,055	25,712	7,197	16,131
1985	55.0	29,152	5.0	9.1	2.0	27.4	22.9	11.4	17,111	25,693	7,357	16,482
Black:												
1970	4.9	17,395	1.5	29.5	.8	54.3	7.5	33.5	11,472	17,828	5,715	12,567
1971	5.2	17,106	1.5	28.8	.9	53.5	7.4	32.5	11,353	17,985	5,698	13,525
1972	5.3	17,650	1.5	29.0	1.0	53.3	7.7	33.3	12,101	18,959	6,285	13,577
1973	5.4	17,596	1.5	28.1	1.0	52.7	7.4	31.4	12,377	19,252	6,168	13,544
1974 [3]	5.5	17,465	1.5	26.9	1.0	52.2	7.2	30.3	11,967	19,378	6,139	14,566
1975	5.6	17,547	1.5	27.1	1.0	50.1	7.5	31.3	11,113	19,684	6,210	14,775
1976	5.8	17,465	1.6	27.9	1.1	52.2	7.6	31.1	11,306	19,317	6,421	14,799
1977	5.8	16,976	1.6	28.2	1.2	51.0	7.7	31.3	11,170	18,821	6,133	14,716
1978	5.9	17,939	1.6	27.5	1.2	50.6	7.6	30.6	11,313	20,661	6,113	14,873
1979 [4]	6.2	17,513	1.7	27.8	1.2	49.4	8.1	31.0	11,289	19,209	5,925	14,426
1980	6.3	16,546	1.8	28.9	1.3	49.4	8.6	32.5	10,456	18,114	5,979	14,250
1981	6.4	15,691	2.0	30.8	1.4	52.9	9.2	34.2	10,055	17,723	5,799	13,529
1982	6.5	15,155	2.2	33.0	1.5	56.2	9.7	35.6	9,850	17,598	5,866	13,793
1983 [3]	6.7	15,722	2.2	32.3	1.5	53.7	9.9	35.7	9,739	17,789	6,013	14,072
1984	6.8	15,982	2.0	30.9	1.5	51.7	9.5	33.8	9,785	17,548	6,384	14,537
1985	6.9	16,786	2.0	28.7	1.5	50.5	8.9	31.3	10,768	17,971	6,277	14,590

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[1] The term "family" refers to a group of two or more persons related by blood, marriage, or adoption and residing together; all such persons are considered members of the same family. Beginning 1979, based on household concept and restricted to primary families.

[2] Beginning 1979, data are for persons 15 years and over.

[3] Based on revised methodology; comparable with succeeding years.

[4] Based on 1980 census controls; comparable with succeeding years.

Note.—The poverty level is based on the poverty index adopted by a Federal interagency committee in 1969. That index reflected different consumption requirements for families based on size and composition, sex and age of family householder, and farm-nonfarm residence. Minor revisions implemented in 1981 eliminated variations in the poverty thresholds based on two of these variables, farm-nonfarm residence and sex of householder. The poverty thresholds are updated every year to reflect changes in the consumer price index. For further details see "Current Population Reports," Series P–60, No. 152.

Source: Department of Commerce, Bureau of the Census. Economic Report of the President, January 1987.

TABLE G-4.—MEDIAN FAMILY INCOME BY SELECTED CHARACTERISTICS

	Current dollars		
	1966	1975	1985
All families	$7,436	$13,719	$27,735
Family type:			
Two-parent families	7,838	14,867	31,100
Male head, no wife present	6,432	12,995	22,622
Female head, no husband present	4,010	6,844	13,660
Family size:			
2	5,802	11,040	23,132
3	7,740	14,025	29,265
4	8,341	15,848	32,777
5	8,567	16,466	31,794
6	8,369	16,134	30,819
7 or more	7,584	14,529	27,473
	Constant 1985 dollars		
All families	24,625	27,422	27,735
Family type:			
Two-parent families	25,956	29,717	31,100
Male head, no wife present	21,300	25,975	22,622
Female head, no husband present	13,279	13,680	13,660
Family size:			
2	19,214	22,068	23,132
3	25,632	28,034	29,265
4	27,622	31,678	32,777
5	28,370	32,913	31,794
6	27,715	32,250	30,819
7 or more	25,115	29,042	27,473

Sources: Prepared by CRS. 1966: U.S. Bureau of the Census, Current Population R Series P-60, No. 53. Dec. 28, 1967. Tables 2 and 4. 1975: U.S. Bureau of the Census, Current Population R Series P-60, No. 107. September 1977. Table 1. 1985: U.S. Bureau of the Census, Current Population Series P-60, No. 154. August, 1986. Table 1.

TABLE G-5.—TOTAL AND PER CAPITA DISPOSABLE PERSONAL INCOME IN CURRENT AND 1982 DOLLARS, 1929-86

Year	Disposable personal income			
	Total (billions of dollars)		Per capita (dollars)	
	Current dollars	1982 dollars	Current dollars	1982 dollars
1929	81.7	498.6	671	4,091
1933	44.9	370.8	357	2,950
1939	69.7	499.5	532	3,812
1940	75.0	530.7	568	4,017
1941	91.9	604.1	689	4,528

TABLE G-5.—TOTAL AND PER CAPITA DISPOSABLE PERSONAL INCOME IN CURRENT AND 1982 DOLLARS, 1929-86—Continued

Year	Disposable personal income			
	Total (billions of dollars)		Per capita (dollars)	
	Current dollars	1982 dollars	Current dollars	1982 dollars
1942	116.4	693.0	863	5,138
1943	132.9	721.4	972	5,276
1944	145.6	749.3	1,052	5,414
1945	149.2	739.5	1,066	5,285
1946	158.9	723.3	1,124	5,115
1947	168.8	694.8	1,171	4,820
1948	188.1	733.1	1,283	5,000
1949	187.9	733.2	1,260	4,915
1950	207.5	791.8	1,368	5,220
1951	227.6	819.0	1,475	5,308
1952	239.8	844.3	1,528	5,379
1953	255.1	880.0	1,599	5,515
1954	260.5	894.0	1,604	5,505
1955	278.8	944.5	1,687	5,714
1956	297.5	989.5	1,769	5,881
1957	313.9	1,012.1	1,833	5,909
1958	324.9	1,028.8	1,865	5,908
1959	344.6	1,067.2	1,946	6,027
1960	358.9	1,091.1	1,986	6,036
1961	373.8	1,123.2	2,034	6,113
1962	396.2	1,170.2	2,123	6,271
1963	415.8	1,207.3	2,197	6,378
1964	451.4	1,291.0	2,352	6,727
1965	486.8	1,365.7	2,505	7,027
1966	525.9	1,431.3	2,675	7,280
1967	562.1	1,493.2	2,828	7,513
1968	609.6	1,551.3	3,037	7,728
1969	656.7	1,599.8	3,239	7,891
1970	715.6	1,668.1	3,489	8,134
1971	776.8	1,728.4	3,740	8,322
1972	839.6	1,797.4	4,000	8,562
1973	949.8	1,916.3	4,481	9,042
1974	1,038.4	1,896.6	4,855	8,867
1975	1,142.8	1,931.7	5,291	8,944
1976	1,252.6	2,001.0	5,744	9,175
1977	1,379.3	2,066.6	6,262	9,381
1978	1,551.2	2,167.4	6,968	9,735
1979	1,729.3	2,212.6	7,682	9,829
1980	1,918.0	2,214.3	8,421	9,722
1981	2,127.6	2,248.6	9,243	9,769
1982	2,261.4	2,261.5	9,724	9,725
1983	2,428.1	2,331.9	10,340	9,930

TABLE G-5.—TOTAL AND PER CAPITA DISPOSABLE PERSONAL INCOME IN CURRENT AND 1982 DOLLARS, 1929–86—Continued

Year	Disposable personal income			
	Total (billions of dollars)		Per capita (dollars)	
	Current dollars	1982 dollars	Current dollars	1982 dollars
1984	2,670.6	2,470.6	11,265	10,421
1985	2,828.0	2,528.0	11,817	10,563
1986 [p]	2,973.7	2,603.7	12,312	10,780

Source: Department of Commerce (Bureau of Economic Analysis and Bureau of the Census). Economic Report of the President, January 1987.

TABLE G-6.—AVERAGE WEEKLY EARNINGS IN SELECTED PRIVATE NONAGRICULTURAL INDUSTRIES, 1947–86

[For production or nonsupervisory workers]

Year	Average gross weekly earnings				
	Total private nonagricultural [1]		Manufacturing (current dollars)	Construction (current dollars)	Retail trade (current dollars)
	Current dollars	1977 dollars [2]			
1947	$45.58	$123.52	$49.13	$58.83	$33.77
1948	49.00	123.43	53.08	65.23	36.22
1949	50.24	127.84	53.80	67.56	38.42
1950	53.13	133.83	58.28	69.68	39.71
1951	57.86	134.87	63.34	76.96	42.82
1952	60.65	138.47	66.75	82.86	43.38
1953	63.76	144.58	70.47	86.41	45.36
1954	64.52	145.32	70.49	88.54	47.04
1955	67.72	153.21	75.30	90.90	48.75
1956	70.74	157.90	78.78	96.38	50.18
1957	73.33	158.04	81.19	100.27	52.20
1958	75.08	157.40	82.32	103.78	54.10
1959	78.78	163.78	88.26	108.41	56.15
1960	80.67	164.97	89.72	112.67	57.76
1961	82.60	167.21	92.34	118.08	58.66
1962	85.91	172.16	96.56	122.47	60.96
1963	88.46	175.17	99.23	127.19	62.66
1964	91.33	178.38	102.97	132.06	64.75
1965	95.45	183.21	107.53	138.38	66.61
1966	98.82	184.37	112.19	146.26	68.57
1967	101.84	184.83	114.49	154.95	70.95
1968	107.73	187.68	122.51	164.49	74.95
1969	114.61	189.44	129.51	181.54	78.66
1970	119.83	186.94	133.33	195.45	82.47
1971	127.31	190.58	142.44	211.67	87.62

TABLE G-6.—AVERAGE WEEKLY EARNINGS IN SELECTED PRIVATE NONAGRICULTURAL INDUSTRIES, 1947-86—Continued

[For production or nonsupervisory workers]

Year	Average gross weekly earnings				
	Total private nonagricultural [1]		Manufacturing (current dollars)	Construction (current dollars)	Retail trade (current dollars)
	Current dollars	1977 dollars [2]			
1972	136.90	198.41	154.71	221.19	91.85
1973	145.39	198.35	166.46	235.89	96.32
1974	154.76	190.12	176.80	249.25	102.68
1975	163.53	184.16	190.79	266.08	108.86
1976	175.45	186.85	209.32	283.73	114.60
1977	189.00	189.00	228.90	295.65	121.66
1978	203.70	189.31	249.27	318.69	130.20
1979	219.91	183.41	269.34	342.99	138.62
1980	235.10	172.74	288.62	367.78	147.38
1981	255.20	170.13	318.00	399.26	158.03
1982	267.26	168.09	330.26	426.82	163.85
1983	280.70	171.26	354.08	442.97	171.05
1984	292.86	172.78	374.03	458.51	174.33
1985	299.09	170.42	385.97	464.09	174.64
1986^{p}	304.85	171.07	396.01	465.75	175.78

[1] Also includes other private industry groups shown in Table B-40.

[2] Earnings in current dollars divided by the consumer price index on a 1977 = 100 base.

Source: Department of Labor, Bureau of Labor Statistics. Economic Report of the President, January 1987.

TABLE G-7.—THE CIVILIAN LABOR FORCE BY SEX, RACE, AGE, AND YEARS OF SCHOOL COMPLETED, ANNUAL AVERAGES, SELECTED YEARS 1955–86, AND 1995 PROJECTION

Characteristic	Year								
	1955	1960	1965	1970	1975	1980	1985	1986	1995 (projected)
Civilian labor force, total (numbers in thousands)	65,023	69,628	74,455	82,771	93,775	106,940	115,461	117,834	129,168
PERCENT									
Male	68.4	66.6	64.8	61.9	60.0	57.5	55.8	55.5	53.6
Female	31.6	33.4	35.2	38.1	40.0	42.5	44.2	44.5	46.4
White	89.3	88.9	88.8	88.9	88.3	87.5	86.5	86.4	85.2
Black [1]	10.7	11.1	11.2	11.1	9.9	10.2	10.7	10.7	11.5
16 to 19 years old	6.3	7.0	7.9	8.8	9.5	8.8	6.8	6.7	5.5
20 to 24 years old	8.7	9.6	11.1	12.8	14.7	14.9	13.6	13.1	10.1
25 to 44 years old	46.8	44.0	41.7	40.4	42.4	46.5	51.6	52.5	54.6
45 to 54 years old	20.0	21.3	21.2	20.5	18.2	15.8	15.0	15.1	19.5
55 years and over	18.2	18.1	18.1	17.5	15.3	14.1	12.9	12.6	10.3
Median age	40.0	40.5	40.2	39.0	35.8	34.6	35.2	35.4	37.6
Completed 4 years of high school only	N/A	N/A	35.5	39.0	39.6	40.1	40.2	40.4	N/A
Completed 1 or more years of college	N/A	N/A	22.1	26.2	31.2	36.1	40.6	41.2	N/A

[1] Prior to 1975 data are for black and other; subsequently, they are for black only.

N/A = Not available.

Source: Department of Labor, Bureau of Labor Statistics.

TABLE G-8.—POPULATION BY AGE GROUPS, 1929-86

[Thousands of persons]

July 1	Total	Age (years)						
		Under 5	5-15	16-19	20-24	25-44	45-64	65 and over
1929	121,767	11,734	26,800	9,127	10,694	35,862	21,076	6,474
1933	125,579	10,612	26,897	9,302	11,152	37,319	22,933	7,363
1939	130,880	10,418	25,179	9,822	11,519	39,354	25,823	8,764
1940	132,122	10,579	24,811	9,895	11,690	39,868	26,249	9,031
1941	133,402	10,850	24,516	9,840	11,807	40,383	26,718	9,288
1942	134,860	11,301	24,231	9,730	11,955	40,861	27,196	9,584
1943	136,739	12,016	24,093	9,607	12,064	41,420	27,671	9,867
1944	138,397	12,524	23,949	9,561	12,062	42,016	28,138	10,147
1945	139,928	12,979	23,907	9,361	12,036	42,521	28,630	10,494
1946	141,389	13,244	24,103	9,119	12,004	43,027	29,064	10,828
1947	144,126	14,406	24,468	9,097	11,814	43,657	29,498	11,185
1948	146,631	14,919	25,209	8,952	11,794	44,288	29,931	11,538
1949	149,188	15,607	25,852	8,788	11,700	44,916	30,405	11,921
1950	152,271	16,410	26,721	8,542	11,680	45,672	30,849	12,397
1951	154,878	17,333	27,279	8,446	11,552	46,103	31,362	12,803
1952	157,553	17,312	28,894	8,414	11,350	46,495	31,884	13,203
1953	160,184	17,638	30,227	8,460	11,062	46,786	32,394	13,617
1954	163,026	18,057	31,480	8,637	10,832	47,001	32,942	14,076
1955	165,931	18,566	32,682	8,744	10,714	47,194	33,506	14,525
1956	168,903	19,003	33,994	8,916	10,616	47,379	34,057	14,938
1957	171,984	19,494	35,272	9,195	10,603	47,440	34,591	15,388
1958	174,882	19,887	36,445	9,543	10,756	47,337	35,109	15,806
1959	177,830	20,175	37,368	10,215	10,969	47,192	35,663	16,248
1960	180,671	20,341	38,494	10,683	11,134	47,140	36,203	16,675
1961	183,691	20,522	39,765	11,025	11,483	47,084	36,722	17,089
1962	186,538	20,469	41,205	11,180	11,959	47,013	37,255	17,457
1963	189,242	20,342	41,626	12,007	12,714	46,994	37,782	17,778
1964	191,889	20,165	42,297	12,736	13,269	46,958	38,338	18,127
1965	194,303	19,824	42,938	13,516	13,746	46,912	38,916	18,451
1966	196,560	19,208	43,702	14,311	14,050	47,001	39,534	18,755
1967	198,712	18,563	44,244	14,200	15,248	47,194	40,193	19,071
1968	200,706	17,913	44,622	14,452	15,786	47,721	40,846	19,365
1969	202,677	17,376	44,840	14,800	16,480	48,064	41,437	19,680
1970	205,052	17,166	44,816	15,289	17,202	48,473	41,999	20,107
1971	207,661	17,244	44,591	15,688	18,159	48,936	42,482	20,561
1972	209,896	17,101	44,203	16,039	18,153	50,482	42,898	21,020
1973	211,909	16,851	43,582	16,446	18,521	51,749	43,235	21,525
1974	213,854	16,487	42,989	16,769	18,975	53,051	43,522	22,061
1975	215,973	16,121	42,508	17,017	19,527	54,302	43,801	22,696
1976	218,035	15,617	42,099	17,194	19,986	55,852	44,008	23,278
1977	220,239	15,564	41,298	17,276	20,499	57,561	44,150	23,892
1978	222,585	15,735	40,428	17,288	20,946	59,400	44,286	24,502
1979	225,055	16,063	39,552	17,242	21,297	61,379	44,390	25,134
1980	227,757	16,458	38,844	17,160	21,584	63,494	44,515	25,704
1981	230,138	16,931	38,190	16,770	21,821	65,619	44,569	26,236

TABLE G-8.—POPULATION BY AGE GROUPS, 1929-86—Continued

[Thousands of persons]

July 1	Total	Age (years)						
		Under 5	5-15	16-19	20-24	25-44	45-64	65 and over
1982	232,520	17,298	37,876	16,255	21,807	67,856	44,601	26,827
1983	234,799	17,650	37,668	15,704	21,700	69,970	44,678	27,428
1984	237,019	17,859	37,657	15,141	21,535	72,046	44,815	27,967
1985	239,283	18,037	37,694	14,818	21,207	74,066	44,931	28,530
1986	241,489							

Note.—Includes Armed Forces overseas beginning 1940. Includes Alaska and Hawaii beginning 1950.

Source: Department of Commerce, Bureau of the Census. Economic Report of the President, January 1987.

TABLE G-9.—BIRTHS TO UNMARRIED MOTHERS IN 1984, BY STATE

State	Number (thousands)	As a percent of all births
U.S. Total	770	21
Alabama	15	25
Alaska	2	18
Arizona	13	23
Arkansas	8	22
California	107	24
Colorado	8	15
Connecticut	9	21
Delaware	2	25
District of Columbia	5	57
Florida	39	26
Georgia	23	25
Hawaii	4	19
Idaho	2	9
Illinois	45	25
Indiana	15	19
Iowa	5	13
Kansas	6	14
Kentucky	9	18
Louisiana	22	27
Maine	3	16
Maryland	19	28
Massachusetts	14	18
Michigan	24	18
Minnesota	9	14
Mississippi	14	32
Missouri	15	20
Montana	2	15
Nebraska	4	14
Nevada	2	14
New Hampshire	2	13

TABLE G-9.—BIRTHS TO UNMARRIED MOTHERS IN 1984, BY STATE—Continued

State	Number (thousands)	As a percent of all births
New Jersey	22	22
New Mexico	7	25
New York	68	27
North Carolina	18	21
North Dakota	1	11
Ohio	32	20
Oklahoma	9	16
Oregon	7	17
Pennsylvania	33	21
Rhode Island	2	18
South Carolina	13	26
South Dakota	2	16
Tennessee	15	23
Texas	46	15
Utah	3	8
Vermont	1	16
Virginia	17	21
Washington	12	17
West Virginia	4	16
Wisconsin	12	17
Wyoming	1	11

Source: National Center for Health Statistics, Department of Health and Human Services.

TABLE G-10.—UNEMPLOYMENT RATES BY STATE AND SELECTED METROPOLITAN AREAS

[In percent]

State and area	December		January	
	1985	1986	1986	1987 [p]
Alabama	8.5	9.6	9.7	10.0
Birmingham	(1)	8.2	7.7	8.7
Huntsville	(1)	7.2	6.3	6.9
Mobile	(1)	10.6	10.4	11.2
Montgomery	(1)	7.4	7.3	7.6
Tuscaloosa	(1)	7.5	7.3	7.6
Alaska	9.9	11.2	11.7	11.6
Arizona	6.3	6.7	6.7	7.8
Phoenix	(1)	5.6	5.5	6.6
Tucson	(1)	5.8	5.5	6.6
Arkansas	8.8	9.1	9.9	9.4
Fayetteville-Springdale	(1)	4.9	5.5	5.1
Fort Smith [2]	(1)	7.1	8.2	6.8
Little Rock-North Little Rock	(1)	7.4	6.8	7.3
Pine Bluff	(1)	10.2	9.0	10.4

TABLE G-10.—UNEMPLOYMENT RATES BY STATE AND SELECTED METROPOLITAN AREAS—Continued

[In percent]

State and area	December		January	
	1985	1986	1986	1987 [p]
California [3]	6.3	6.3	6.6	6.9
Anaheim-Santa Ana	(1)	3.7	3.7	4.1
Bakersfield	(1)	12.3	10.6	13.3
Fresno	(1)	12.4	12.7	13.9
Los Angeles-Long Beach [3]	5.4	6.0	6.6	5.6
Modesto	(1)	13.9	13.9	15.7
Oakland	(1)	5.4	5.6	6.3
Oxnard-Ventura	(1)	6.7	6.3	7.2
Riverside-San Bernardino	(1)	6.0	5.9	6.6
Sacramento	(1)	6.2	6.3	7.2
Salinas-Seaside-Monterey	(1)	11.8	13.1	14.6
San Diego	(1)	4.8	4.4	5.5
San Francisco	(1)	4.1	4.3	4.8
San Jose	(1)	5.2	5.6	6.0
Santa Barbara-Santa Maria-Lompoc	(1)	5.4	4.8	6.1
Santa Rosa-Petaluma	(1)	5.1	6.2	6.3
Stockton	(1)	12.1	12.3	13.4
Vallejo-Fairfield-Napa	(1)	6.3	6.4	7.8
Colorado	6.6	7.7	7.4	9.3
Boulder-Longmont	(1)	5.8	6.3	7.1
Denver	(1)	7.1	6.3	8.4
Connecticut	4.3	3.4	4.8	3.9
Bridgeport-Milford	(1)	4.3	5.8	4.9
Hartford	(1)	3.2	4.3	3.5
New Britain	(1)	4.1	5.8	4.7
New Haven-Meriden	(1)	3.1	4.8	3.6
Stamford	(1)	2.4	3.6	2.6
Waterbury	(1)	4.8	6.8	5.6
Delaware	4.2	3.7	4.9	3.7
Wilmington [2]	(1)	4.1	5.4	4.4
District of Columbia	8.1	7.3	8.2	8.0
Washington [2]	(1)	3.2	3.8	3.8
Florida [3]	5.6	4.6	5.6	5.8
Daytona Beach	(1)	4.6	5.2	5.5
Fort Lauderdale-Hollywood-Pompano Beach	(1)	3.5	4.6	4.5
Fort Myers-Cape Coral	(1)	3.1	4.4	4.0
Gainesville	(1)	2.9	3.3	3.8
Jacksonville	(1)	4.3	5.2	5.6
Lakeland-Winter Haven	(1)	7.4	9.5	8.8
Melbourne-Titusville-Palm Bay	(1)	5.7	4.9	7.0
Miami-Hialeah	(1)	5.2	6.7	6.2
Orlando	(1)	3.7	4.8	5.1
Pensacola	(1)	7.0	6.5	7.6

TABLE G-10.—UNEMPLOYMENT RATES BY STATE AND SELECTED METROPOLITAN AREAS—Continued

[In percent]

State and area	December 1985	December 1986	January 1986	January 1987 p
Sarasota	(1)	3.3	4.2	3.8
Tallahassee	(1)	3.1	3.9	4.2
Tampa-St. Petersburg-Clearwater	(1)	4.4	5.1	5.6
West Palm Beach-Boca Raton-Delray Beach	(1)	4.1	5.1	4.9
Georgia	6.1	5.7	6.3	5.7
Albany	(1)	10.7	9.4	10.2
Athens	(1)	5.1	5.6	4.4
Atlanta	(1)	4.4	4.8	4.5
Augusta [2]	(1)	6.1	5.8	6.2
Columbus [2]	(1)	7.2	8.6	7.3
Macon-Warner Robins	(1)	5.6	6.7	5.5
Savannah	(1)	6.1	7.0	5.9
Hawaii	5.1	4.2	5.3	4.4
Honolulu	(1)	3.8	4.7	4.1
Idaho	8.3	8.6	10.3	10.7
Boise City	(1)	5.9	7.1	7.2
Illinois [3]	8.3	7.0	8.6	8.2
Aurora-Elgin	(1)	5.6	7.9	7.2
Bloomington-Normal	(1)	4.7	6.2	5.7
Champaign-Urbana-Rantoul	(1)	4.1	5.2	5.3
Chicago	(1)	6.2	7.6	7.2
Davenport-Rock Island-Moline [2]	(1)	7.9	11.5	8.9
Decatur	(1)	8.6	10.6	10.6
Joliet	(1)	7.0	7.9	8.2
Lake County	(1)	4.5	5.8	5.3
Kankakee	(1)	8.3	11.7	10.0
Peoria	(1)	7.8	9.9	9.4
Rockford	(1)	7.6	9.2	8.9
Springfield	(1)	4.9	6.5	6.3
Indiana	7.7	6.4	8.4	7.5
Anderson	(1)	6.4	7.7	8.3
Bloomington	(1)	3.5	5.6	4.7
Elkhart-Goshen	(1)	4.9	6.9	5.0
Evansville (2)	(1)	6.5	7.7	7.6
Fort Wayne	(1)	5.1	6.9	5.7
Gary-Hammond	(1)	12.1	12.3	13.2
Indianapolis	(1)	4.8	6.3	5.6
Kokomo	(1)	7.2	8.7	8.8
Lafayette	(1)	3.6	5.1	4.2
Muncie	(1)	7.0	9.1	8.1
South Bend-Mishawaka	(1)	5.2	7.1	5.8
Terre Haute	(1)	6.7	9.6	7.8

TABLE G–10.—UNEMPLOYMENT RATES BY STATE AND SELECTED METROPOLITAN AREAS—Continued

[In percent]

State and area	December		January	
	1985	1986	1986	1987 p
Iowa	8.1	6.4	9.3	6.9
Cedar Rapids	(1)	5.2	8.0	5.9
Des Moines	(1)	4.9	7.3	5.2
Dubuque	(1)	7.5	11.2	7.6
Iowa City	(1)	2.2	3.7	2.5
Sioux City (2)	(1)	7.0	9.6	7.8
Waterloo-Cedar Falls	(1)	10.2	14.4	10.2
Kansas	5.3	5.4	5.8	6.4
Lawrence	(1)	3.5	4.2	4.4
Topeka	(1)	4.8	5.7	5.6
Wichita LMA	(1)	5.8	6.1	6.7
Kentucky	9.5	8.5	11.0	10.8
Lexington-Fayette	(1)	5.1	6.0	6.6
Louisville (2)	(1)	6.4	8.4	8.1
Owensboro	(1)	9.7	11.7	12.1
Louisiana	11.4	13.4	12.0	14.7
Alexandria	(1)	10.4	10.1	11.8
Baton Rouge	(1)	10.7	11.1	11.9
Houma-Thibodaux	(1)	18.7	12.4	20.5
Lafayette	(1)	15.3	9.6	16.6
Lake Charles	(1)	14.4	13.3	15.2
Monroe	(1)	10.5	10.6	12.1
New Orleans	(1)	10.9	10.1	11.6
Shreveport	(1)	12.8	11.9	13.8
Maine	4.9	4.3	7.1	6.8
Lewiston-Auburn	(1)	5.5	8.3	7.7
Portland	(1)	2.0	3.4	3.4
Maryland	4.4	4.2	5.2	5.2
Baltimore	(1)	4.8	6.0	5.7
Massachusetts (3)	3.9	3.1	4.1	4.1
Boston	(1)	2.6	3.3	3.3
Brockton	(1)	3.4	4.2	4.5
Fall River (2)	(1)	5.4	6.9	7.7
Fitchburg-Leominster	(1)	4.4	4.4	5.5
Lawrence-Haverhill (2)	(1)	4.1	5.0	4.6
Lowell (2)	(1)	3.5	3.8	4.2
New Bedford	(1)	5.1	7.5	7.3
Pittsfield	(1)	3.6	4.3	4.7
Springfield	(1)	3.4	4.4	4.3
Worcester	(1)	2.9	4.0	3.8
Michigan (3)	7.6	7.6	9.4	8.1
Ann Arbor	(1)	(1)	(1)	4.0
Battle Creek	(1)	(1)	(1)	7.7
Benton Harbor	(1)	(1)	(1)	8.1

TABLE G-10.—UNEMPLOYMENT RATES BY STATE AND SELECTED METROPOLITAN AREAS—Continued

[In percent]

State and area	December		January	
	1985	1986	1986	1987 [p]
Detroit	(1)	(1)	(1)	7.4
Flint	(1)	(1)	(1)	12.1
Grand Rapids	(1)	(1)	(1)	6.7
Jackson	(1)	(1)	(1)	8.0
Kalamazoo	(1)	(1)	(1)	5.0
Lansing-East Lansing	(1)	(1)	(1)	6.0
Muskegon	(1)	(1)	(1)	10.9
Saginaw-Bay City-Midland	(1)	(1)	(1)	9.7
Minnesota	6.6	5.5	7.1	6.4
Duluth (2)	(1)	(1)	(1)	11.0
Minneapolis-St. Paul (2)	(1)	(1)	(1)	4.7
Rochester	(1)	4.1	5.3	4.5
St. Cloud	(1)	6.4	7.7	7.0
Mississippi	9.6	11.7	11.1	12.7
Jackson	(1)	8.1	7.2	8.8
Missouri	6.5	6.1	6.9	6.9
Kansas City (2)	(1)	4.5	5.1	5.7
St. Joseph	(1)	7.5	8.7	8.7
St. Louis [2]	(1)	6.6	7.3	7.5
Springfield	(1)	5.0	5.6	5.4
Montana	8.5	8.0	9.7	10.1
Nebraska	6.2	5.2	6.4	5.7
Lincoln	(1)	3.3	3.8	3.6
Omaha [2]	(1)	5.3	6.4	5.6
Nevada	7.8	6.0	7.8	6.5
Las Vegas	(1)	(1)	(1)	(1)
Reno	(1)	(1)	(1)	(1)
New Hampshire	2.8	2.5	4.0	3.0
Nashua	(1)	2.3	4.0	2.9
Portsmouth-Dover-Rochester	(1)	2.4	3.7	3.1
New Jersey [3]	5.4	3.9	6.9	4.6
Atlantic City	(1)	6.7	11.3	7.6
Bergen-Passaic	(1)	3.6	6.1	4.1
Jersey City	(1)	6.3	10.6	7.2
Middlesex-Somerset-Hunterdon	(1)	2.8	5.3	3.2
Monmouth-Ocean	(1)	3.3	6.1	4.0
Newark	(1)	4.1	7.1	4.5
Trenton	(1)	3.2	5.8	3.8
Vineland-Millville-Bridgeton	(1)	7.8	13.4	9.0
New Mexico	8.6	9.3	9.3	9.8
Albuquerque	(1)	6.5	6.6	6.6
Las Cruces	(1)	6.6	7.9	7.0
Santa Fe	(1)	5.7	5.9	6.1

TABLE G–10.—UNEMPLOYMENT RATES BY STATE AND SELECTED METROPOLITAN AREAS—Continued

[In percent]

State and area	December		January	
	1985	1986	1986	1987 [p]
New York [3]	5.9	5.4	6.7	6.2
Albany-Schenectady-Troy	(1)	4.7	6.0	5.5
Binghamton	(1)	4.9	7.4	5.6
Buffalo	(1)	6.2	8.1	6.8
Elmira	(1)	5.6	8.6	6.1
Glens Falls	(1)	6.7	8.5	7.6
Nassau-Suffolk	(1)	3.6	4.5	3.6
New York	(1)	5.7	6.7	6.7
New York City [3]	7.1	6.2	7.3	7.4
Orange County	(1)	4.2	5.9	5.2
Poughkeepsie	(1)	3.1	4.1	3.7
Rochester	(1)	5.2	5.9	5.5
Syracuse	(1)	6.9	7.6	7.2
Utica-Rome	(1)	6.6	9.2	7.6
North Carolina [3]	4.2	4.8	5.9	5.2
Asheville	(1)	5.0	5.6	5.6
Charlotte-Gastonia-Rock Hill [2]	(1)	4.0	5.0	4.1
Greensboro-Winston Salem-High Point	(1)	3.9	5.4	4.0
Raleigh-Durham	(1)	3.1	3.3	3.4
North Dakota	6.6	6.6	7.9	6.9
Bismarck	(1)	6.9	9.6	7.3
Fargo-Moorhead [2]	(1)	4.0	5.6	4.5
Grand Forks	(1)	3.6	4.5	4.3
Ohio [3]	8.5	7.9	9.3	8.7
Akron	(1)	7.8	9.2	8.8
Canton	(1)	9.9	11.8	10.7
Cincinnati [2]	(1)	6.2	7.2	7.7
Cleveland	(1)	7.0	8.3	7.5
Columbus	(1)	5.8	7.0	6.4
Dayton-Springfield	(1)	6.4	7.4	6.7
Toledo	(1)	7.8	8.5	8.7
Youngstown-Warren	(1)	11.0	11.7	11.5
Oklahoma	7.2	7.9	7.3	8.4
Enid	(1)	8.0	6.2	8.7
Lawton	(1)	5.3	4.8	5.1
Oklahoma City	(1)	6.3	5.9	6.5
Tulsa	(1)	8.3	7.7	8.8
Oregon	9.0	8.2	10.2	8.3
Eugene-Springfield	(1)	8.0	10.4	7.4
Portland	(1)	7.0	7.8	6.7
Salem	(1)	8.8	10.8	8.6

TABLE G-10.—UNEMPLOYMENT RATES BY STATE AND SELECTED METROPOLITAN AREAS—Continued

[In percent]

State and area	December		January	
	1985	1986	1986	1987 [p]
Pennsylvania [3]	7.3	4.7	8.1	6.5
Allentown-Bethlehem [2]	(1)	4.2	8.8	5.6
Altoona	(1)	6.6	12.1	9.3
Beaver County	(1)	8.9	16.0	11.5
Erie	(1)	6.3	9.1	8.6
Harrisburg-Lebanon-Carlisle	(1)	2.7	5.7	4.0
Johnstown	(1)	7.4	14.6	10.4
Lancaster	(1)	2.1	4.3	3.0
Philadelphia [2]	(1)	3.6	5.9	4.8
Pittsburgh	(1)	5.9	9.4	8.3
Reading	(1)	3.5	7.6	5.2
Scranton-Wilkes-Barre	(1)	6.1	9.7	8.5
Sharon	(1)	6.6	10.1	9.3
State College	(1)	4.5	7.3	6.0
Williamsport	(1)	5.3	9.5	7.2
York	(1)	3.3	6.3	4.3
Rhode Island	4.4	3.7	5.1	4.5
Pawtucket-Woonsocket-Attleboro [2]	(1)	4.3	5.8	5.4
Providence	(1)	3.6	4.9	4.3
South Carolina	6.4	5.9	7.0	6.1
Charleston	(1)	4.6	4.6	4.9
Columbia	(1)	3.6	4.0	4.0
Greenville-Spartanburg	(1)	4.8	6.0	4.8
South Dakota	6.0	5.0	6.2	5.5
Rapid City	(1)	5.0	6.6	5.8
Sioux Falls	(1)	4.3	5.9	4.6
Tennessee	7.9	7.6	9.2	8.1
Chattanooga [2]	(1)	6.7	7.9	6.7
Johnson City-Kingsport-Bristol [2]	(1)	6.6	8.4	7.5
Knoxville	(1)	7.9	9.0	8.5
Memphis LMA [2]	(1)	6.5	7.8	6.6
Nashville	(1)	4.5	5.6	5.0
Texas [3]	6.3	8.7	6.9	9.8
Abilene	(1)	8.9	5.7	10.2
Amarillo	(1)	6.2	6.0	7.1
Austin	(1)	5.9	4.4	6.8
Beaumont-Port Arthur	(1)	12.3	12.6	14.6
Brazoria	(1)	10.4	8.9	11.7
Brownsville-Harlingen	(1)	14.7	13.5	16.6
Bryan-College Station	(1)	6.2	4.8	6.9
Corpus Christi	(1)	12.2	9.6	13.4
Dallas	(1)	5.7	4.6	6.7
El Paso	(1)	10.7	9.1	11.7
Fort Worth-Arlington	(1)	6.4	4.9	7.8

TABLE G–10.—UNEMPLOYMENT RATES BY STATE AND SELECTED METROPOLITAN AREAS—Continued

[In percent]

State and area	December		January	
	1985	1986	1986	1987 p
Galveston-Texas City	(1)	10.6	9.8	11.8
Houston	(1)	9.9	7.6	11.0
Killeen-Temple	(1)	7.6	6.7	8.5
Laredo	(1)	16.9	12.3	19.1
Longview-Marshall	(1)	11.5	9.6	12.7
Lubbock	(1)	6.0	5.9	6.9
McAllen-Edinburg-Mission	(1)	19.8	18.3	21.4
Midland	(1)	10.6	5.4	11.4
Odessa	(1)	15.2	6.3	15.9
San Angelo	(1)	6.7	4.5	7.5
San Antonio	(1)	7.5	5.9	8.7
Sherman-Denison	(1)	7.8	5.7	8.8
Texarkana [2]	(1)	8.4	8.5	9.3
Tyler	(1)	9.4	7.0	9.9
Victoria	(1)	9.7	6.8	10.9
Waco	(1)	8.1	6.2	8.8
Wichita Falls	(1)	7.9	6.0	9.3
Utah	5.9	6.0	6.8	7.4
Provo-Orem	(1)	7.2	7.2	9.1
Salt Lake City-Ogden	(1)	5.2	6.2	6.4
Vermont	4.9	4.5	5.6	5.2
Burlington	(1)	3.0	3.9	3.8
Virginia	5.2	4.7	5.6	5.2
Charlottesville	(1)	4.0	4.7	3.8
Danville	(1)	8.1	11.1	8.2
Lynchburg	(1)	5.1	6.0	5.5
Norfolk-Virginia Beach-Newport News	(1)	4.7	5.3	5.3
Richmond-Petersburg	(1)	4.0	4.6	4.4
Roanoke	(1)	4.7	4.8	4.8
Washington	8.6	8.3	9.4	9.3
Seattle	(1)	6.2	6.9	6.8
West Virginia	12.2	11.6	14.3	13.0
Charleston	(1)	8.6	11.1	9.9
Huntington-Ashland [2]	(1)	10.2	13.1	12.8
Parkersburg-Marietta [2]	(1)	11.1	12.5	11.7
Wheeling [2]	(1)	11.0	13.9	11.5

TABLE G-10.—UNEMPLOYMENT RATES BY STATE AND SELECTED METROPOLITAN AREAS—Continued

[In percent]

State and area	December		January	
	1985	1986	1986	1987 P
Wisconsin	7.7	7.1	8.6	7.9
Appleton-Oshkosh-Neenah	(1)	(1)	(1)	7.9
Eau Claire	(1)	(1)	(1)	8.0
Green Bay	(1)	(1)	(1)	7.7
Janesville-Beloit	(1)	(1)	(1)	8.6
Kenosha	(1)	(1)	(1)	9.7
La Crosse	(1)	(1)	(1)	6.6
Madison	(1)	(1)	(1)	4.9
Milwaukee	(1)	(1)	(1)	6.3
Racine	(1)	(1)	(1)	8.4
Sheboygan	(1)	(1)	(1)	6.0
Wausau	(1)	(1)	(1)	9.6
Wyoming	7.9	9.7	9.3	10.6

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[1] Data not available.

[2] Includes interstate portion of area located in adjacent State.

[3] Data are obtained directly from the Current Population Survey. (See "Explanatory Notes" for State and Area Labor Force Data in Employment and Earnings, Monthly.)

P = preliminary.

Note: Data refer to place of residence. Estimates for 1986 have been benchmarked to 1986 Current Population Survey annual averages. Except in the 11 States and 2 areas designated by footnote 3, estimates for 1987 are provisional and will be revised when new benchmark information becomes available.

Source: Bureau of Labor Statistics, Department of Labor.

PART IX *

DATA SOURCES FOR RESEARCH ABOUT AFDC RECIPIENTS

Current welfare reform initiatives have generated interest in information about recipients of Aid to Families with Dependent Children (AFDC) and their behavior. This brief paper discusses two distinct kinds of research that might be conducted, and describes and briefly evaluates the available data that could be used for each.

Research can focus on the *characteristics* of AFDC recipients or on their *behavior.* Characteristics studies describe persons and families receiving AFDC—either as of a given date or over a period of time—to show how program participants compare with the general population, to examine how recipients as a group have changed over time, or to provide other descriptive information. The annual reports on recipient characteristics published by the Office of Family Assistance in the Department of Health and Human Services provide examples of this kind of work.[1] For such analyses, descriptive data covering large samples are most useful, especially if the data are comparable over time; such data sources are called *cross-sectional* below.

Behavioral studies, on the other hand, ask questions about the activities of AFDC families; for example, they might investigate patterns of entry into and exit from the program, along with related events that could have influenced recipients' behavior. The work of Mary Jo Bane and David Ellwood looking at welfare spells and careers falls into this category.[2] This kind of study requires repeated observations of the same AFDC families to see how they behave under changing circumstances; data of this sort are called *longitudinal.*[3]

CROSS-SECTIONAL DATA SOURCES

Two sources provide cross-sectional data on AFDC recipients: the National Integrated Quality Control System (NIQCS, or QC, for short) and the Current Population Survey (CPS).

QC Data: Beginning with 1983, the QC annually provides data obtained from a sample of AFDC case files for all states and the

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* This paper was prepared by Roberton Williams of the Human Resources and Community Development Division of the Congressional Budget Office.

[1] See, for example, Office of Policy and Evaluation, Office of Family Assistance, Family Support Administration, U.S. Department of Health and Human Services, *1983 Recipient Characteristics and Financial Circumstances of AFDC Recipients, 1986.*

[2] See, for example, Mary Jo Bane and David Ellwood, *The Dynamics of Dependence: The Routes to Self-Sufficiency* (Cambridge, MA: Urban Systems Research and Engineering, Inc., June 1983), and David Ellwood, *Targeting Would-be Long-Term Recipient of AFDC* (Princeton, NJ: Mathematica Policy Research, January 1986).

[3] Note that longitudinal data can be used as cross-sectional data, simply by considering only information for a single time period. In general, however, the sample size is smaller and the available variables are fewer than in strictly cross-sectional sources.

District of Columbia. This data source is the successor to the AFDC recipient characteristics studies conducted biennially from 1967 through 1979; in combination with those earlier data, the QC data provide information about AFDC beneficiaries over a period of nearly 20 years.[4] The most recent data now available are for fiscal year 1984.[5]

The QC provides data on roughly 75,000 AFDC cases.[6] Information for each household member includes age, race, sex, employment status, income (if any), and relationship to the household head. For each AFDC unit, the date on which the unit last began to receive AFDC benefits is given—providing information on the length of incomplete welfare spells. Program eligibility and benefit levels can be calculated on the basis of income, assets, and work-related and child care expenses.

These data are probably the best source of information about the characteristics of AFDC families, both because the sample is large and because information relating to program rules is reported. At the same time, because only households getting AFDC are included, this file cannot be used to compare recipients with non-recipients or to answer questions about program participation rates among eligible families.

CPS Data: The CPS is primarily intended to be the source of government statistics on employment and unemployment, but each year in March, supplementary questions obtain information about incomes and program participation during the previous calendar year. Data relevant to AFDC issues are available for each year since 1968, although changes over the years have generated some inconsistencies for analysis across time. Data on income and AFDC recipiency during 1985 are the most current now available.

Overall, the CPS interviews nearly 60,000 households with roughly 150,000 members. About 2,500 sample families report having received AFDC during the previous year. Unfortunately, there is significant underreporting of AFDC income: aggregate AFDC income estimated from the CPS is only three-fourths of the total obtained from administrative records.[7] It is not clear how this underreporting affects analyses using the CPS.

In addition, the CPS gathers income and program information for one year and associates that information with personal and family characteristics in March of the subsequent year. This creates two problems. First, because data on AFDC receipt and data on recipients' characteristics refer to different times, linking the two to describe AFDC families undoubtedly leads to errors. Consider, for example, a single-mother family that received AFDC in one year and in which the mother married and moved off the welfare rolls before the following March. This family would appear in the data as a married-couple family getting AFDC, even though benefits were received only before the marriage. The second problem is similar: because income and program participation data are for the full year, they may give misleading impressions about recipients' behavior. For example, a single mother who received AFDC for part of the year, but then got a job and left the program, would appear to be an AFDC mother with earnings, even though she did not receive earnings and AFDC payments simultaneously.

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[4] It is not known whether the QC data are fully consistent with the earlier data about recipients, although roughly similar methods were used to select sample cases for both sources. They differ in terms of time period covered, however. QC data are taken from every month during the fiscal year—and thus represent an average over the fiscal year—while the data on recipients were collected in a single month of the relevant year.

[5] In addition, two interim studies—in May 1981 and May 1982—serve to bridge the gap between the last study of recipients in 1979 and the first QC data in 1983.

[6] The earlier recipient characteristics files were substantially smaller: the 1979 file contained about 13,000 cases, for example. In addition, the earlier files included data for Hawaii, Puerto Rico, and the Virgin Islands (a total of about 500 sample cases).

[7] This result holds only after the Bureau of the Census has imputed AFDC income for families that report receiving AFDC but do not report the specific amount. Only about two-thirds of AFDC income is recorded in the CPS before imputation.

All of these problems render the CPS inferior to the QC for obtaining descriptive data for AFDC recipients. On the other hand, because it contains non-AFDC families, the CPS allows comparisons of recipients and non-recipients.

LONGITUDINAL DATA SOURCES

Three longitudinal data files are useful for analyzing AFDC recipients' behavior: the Panel Study of Income Dynamics (PSID), the Survey of Income and Program Participation (SIPP), and the National Longitudinal Surveys (NLS).

PSID Data: Since 1968, the PSID has obtained annual information on the characteristics and incomes of over 5,000 families. Data are primarily for families, their heads, or the heads' spouses; little information is available about other family members except for demographic characteristics. Attrition over the first 16 years of the PSID has meant that the sample now contains only about half the families it would have had if there had been no losses. While a major study found that the remaining sample was representative of the population as a whole, it is unclear whether that is also true for subgroups such as AFDC recipients.

The PSID is easily the best source of longitudinal data available, both in terms of duration and population covered. Nevertheless, it has a number of shortcomings that might affect analyses of AFDC recipients. First, only about 200 sample families receive AFDC in any given year, and only about 500 families report having gotten welfare at any time during the entire 16-year period covered by the survey. The relatively small sample size limits what analysis can be done. Second, subfamilies—families that live with relatives—cannot be identified in the PSID. More specifically, we cannot tell whether single mothers who live with their parents receive AFDC; a potentially important part of the AFDC population is thus "missing" from the data.

Third, the data are annual, which leads to the same limits on analysis as are confronted with the CPS. For example, the data may indicate that a single mother received AFDC, got married, and increased her earnings in one year, and was off the AFDC program the next year. Do we conclude that her exit from the program was due to her marriage or her earnings? Finally, because the data span nearly two decades, it is uncertain whether the behavior represented accurately indicates how people act today. This may be particularly important in the case of AFDC which was changed significantly by the Omnibus Budget Reconciliation Act (OBRA) in 1981.

SIPP Data: The SIPP is a relatively new data source, with surveys beginning in 1983. It is unique among surveys in that it reports incomes, program participation, and demographic characteristics on a monthly basis. Each sample person is followed for two and one-half years. Fewer people are interviewed than in the CPS, but more than in the PSID: the first panel consisted of roughly 50,000 people in nearly 20,000 households.[8] Sample cuts and attrition decreased the panel to about 15,000 households by the end of its 2½ year lifespan. Before this drop in sample size, there were about 600 AFDC units in the sample in any given month.

Like the PSID, the SIPP has suffered from attrition, although to a lesser degree because of its shorter length. While the drop in sample size may have affected the representativeness of the data, the SIPP does not suffer from the other shortcomings of the PSID. Subfamilies and AFDC recipiency units are generally identified, and monthly data make it possible to identify the sequence of events more accurately. Because the data are relatively recent, they are probably more relevant for predicting the behavior of current AFDC recipients.

At the same time, the SIPP is inferior to the PSID in other ways. Because it covers only 2½ years, it cannot observe behavior over long periods. In particular, it cannot be used to identify long-term welfare recipients. Further, because it is so new, little is known about the quality of the data: its complicated construction—necessary to obtain its richness—may introduce significant errors. Finally, the SIPP is extremely large and difficult to use. For example, the Congressional Budget Office's (CBO's) merged file of the first 20 months of SIPP data occupies 11 computer tapes.

NLS Data: The NLS consists of a series of surveys, two of which are most useful for AFDC analyses. The first began in 1968 with a sample of roughly 5,000 women between the ages of 14 and 24, and consisted of annual interviews in all but four years through 1983.[9] The second survey questioned nearly 13,000 men and women who were between 14 and 21 in 1979, and has been conducted annually since that year; the most recent data currently available was collected in 1985. In addition to basic demographic and income information, the NLS surveys provide data on a wide range of other characteristics, such as education, fertility, and employment.

Because they focus on younger women—who are susceptible to family changes that lead to AFDC receipt—the NLS surveys offer larger samples of AFDC recipients than would data sources of equal size covering the entire population.[10] At the same time, the age limitations mean that only restricted analyses are possible.

Unlike the PSID, the NLS identifies single mothers who live with other relatives, and therefore allows analysis of their AFDC receipt.[11] The data show the importance of this group: more than one-fifth of women in the earlier survey who started welfare spells lived with their parents. In addition, the NLS reports much of its data on a monthly basis; this provides more detailed information that can be used to examine the sequence of events associated with welfare receipt.

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[8] A "panel" is a sample of households interviewed over roughly the same time period. A new panel is started at the beginning of each calendar year.

[9] No interviews were conducted in 1974, 1976, 1979, or 1981. In 1975, 1977, 1980 and 1982, the survey was conducted by telephone. Interview surveys were used in all other years.

[10] O'Neill, Bassi, and Hannan found 1044 welfare spells that began during the period covered by the earlier survey. See June A. O'Neill, Laurie J. Bassi, and Michael T. Hannan, *An Analysis of Time on Welfare* (Washington, D.C.: The Urban Institute, June 1984), p. 26.

[11] For example, a forthcoming CBO study uses the NLS to look at the welfare experience of teenage mothers.

The NLS has two significant drawbacks, relative to the PSID, however. First, the two surveys cover fewer years. The earlier survey omitted four years over its 16-year life, making it impossible to be certain about the durations of welfare spells. While it has not skipped years, the newer survey has only been conducted for seven years, far less than the 16 years of PSID data. Second, the earlier survey did not specifically ask about AFDC receipt, but rather combined all "welfare or public assistance." This combined variable makes it impossible to identify AFDC recipients with certainty, and thus limits confidence in any analytical results.[12] The newer survey corrected this problem by asking separate questions about receipt of AFDC and receipt of other public assistance.

Because it encompasses more welfare spells and covers a longer time period, the NLS may be superior to the SIPP for analyzing the behavior of AFDC recipients. Both the NLS and the SIPP have information on a monthly basis, but the fact that the NLS data are collected only once each year may lead to greater recall errors on the part of respondents. In addition, the NLS can be used only to look at young mothers, while the SIPP includes the entire population.

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[12] O'Neill, Bassi, and Hannan tried to overcome this difficulty by limiting their "AFDC recipients" to those who reported getting welfare or public assistance *and* who satisfied categorical requirements for AFDC. This approach still leaves some uncertainty about the accuracy of their sample, however.

PART X

RESEARCH ON WELFARE RECIPIENCY*

Recent concern about the long-term dependency of welfare recipients has generated questions about the duration of welfare spells and the events that cause families to enter into or exit from the Aid to Families with Dependent Children (AFDC) program. This paper discusses the primary data source for answering such questions, and summarizes and evaluates the research of Mary Jo Bane and David Ellwood based on those data.

The Panel Study of Income Dynamics (PSID) is the primary source of data for examining the duration of welfare recipiency. The PSID began in 1968 with a national sample of roughly 5,000 families, and has interviewed the original families—and any new families they have spawned—annually since that year. Although many families have been lost due to deaths, moves to unknown addresses, or refusals to be reinterviewed, the addition of split-off families had increased the total sample to nearly 7,000 families by 1984. Available information includes a wide range of demographic characteristics and income sources and amounts. Sixteen years of data can be used now, covering income and welfare receipt during the years from 1967 through 1982, and three more are in process.

Researchers have used the PSID to investigate how long families receive welfare, in terms of both uninterrupted spells and total duration of all spells, and to determine the characteristics of long-term recipients. In addition, the data have been used to identify events, such as changes in income, marital status, or family composition, that are associated with beginning or ending welfare spells.

Primary among these studies are the works of David Ellwood and Mary Jo Bane, which analyze PSID data using accepted methodologies developed in other fields.[1] (See the bibliography for a list of the major works of these and other authors.) Despite many differences in definitions and periods covered, the various analyses reach consistent conclusions about welfare spells and the characteristics of long-term recipients; this is not surprising in that they all use the same source of data. At the same time, some concerns about the PSID data mean that detailed findings should be viewed with caution.

Four issues are of particular concern. First, because of sample losses over its history, the PSID may not accurately represent AFDC recipients and their behavior. Second, data constraints limit the analysis to unmarried mothers who head their own households;

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*This paper was prepared by Roberton Williams of the Human Resources and Community Development Division of the Congressional Budget Office.

[1] Bane and Ellwood worked together on their initial analyses of AFDC recipients, but the more recent research is the work of Ellwood alone. This paper discusses their combined work without differentiating between the two periods.

this leaves out young mothers living with others. Third, the small number of AFDC cases in the PSID means that conclusions about subgroups of recipients may be inaccurate. Finally, the PSID data used cover the period 1967-1981; observations about the behavior of AFDC families in the past may not be relevant for current policy discussion. These and other issues are discussed at further length below.

SUMMARY OF RESEARCH FINDINGS

The Bane and Ellwood work on welfare receipt consists of two basic strands. The first examines durations of welfare receipt—both the lengths of individual AFDC spells and the total time spent on welfare—as well as the characteristics of recipients with long durations. The second attempts to identify events that are associated with entry into or exit from the AFDC program. The work focuses only on unmarried mothers—that is, mothers who have never been married or who are widowed, separated, or divorced.

SPELL AND LIFETIME DURATIONS

Analyses distinguish between welfare *spells*—continuous periods of welfare receipt—and welfare *careers*—the total time spent on welfare over one's lifetime.[2] The PSID data indicate that spells are relatively short: roughly half last two years or less, and only 10 percent last as long as 10 years (see Table 1). On the other hand, because about 40 percent of unmarried mothers who complete welfare spells subsequently return to the AFDC program, total time on welfare is significantly longer. In the PSID, only 30 percent of unmarried mothers who go onto AFDC get assistance for less than two years. Half will be on AFDC for more than four years, and about one in four will receive benefits for a total of at least ten years.

TABLE 1.—DISTRIBUTION OF SPELL LENGTHS AND OF EXPECTED TOTAL TIME ON AFDC FOR FIRST-TIME UNMARRIED FEMALE AFDC RECIPIENTS

[In percent]

Duration	Spells		Expected total time	
	By year	Cumulative	By year	Cumulative
1 Year	27	27	16	16
2 Years	20	47	14	30
3 Years	10	57	9	39
4 Years	12	70	11	50
5 Years	2	72	5	55
6 Years	9	81	8	64

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[2] The analyses of both spell lengths and total time on welfare used PSID data—both for completed spells and for those that had not yet ended—to estimate probabilities of going onto AFDC, of leaving the program, and of returning. Spell lengths were calculated directly from these probabilities. Estimating total time on welfare, on the other hand, required a simulation model to predict how recipients would behave over 25-year periods. This model assumed that behavior would be the same in the future as it had been during the period reflected in the data.

TABLE 1.—DISTRIBUTION OF SPELL LENGTHS AND OF EXPECTED TOTAL TIME ON AFDC FOR FIRST-TIME UNMARRIED FEMALE AFDC RECIPIENTS—Continued

[In percent]

Duration	Spells		Expected total time	
	By year	Cumulative	By year	Cumulative
7 Years	5	86	6	69
8 Years	2	88	4	73
9 Years	2	90	3	77
10 Years or more	10	100	24	100
Average length (years)		4.4		[1] 6.6

[1] The average expected total time on AFDC reported in this table—6.6 years—is not consistent with the data shown in table 2, where the average duration is 6.9 years. The difference is due to the fact that the values in this table are based on aggregate exit and recidivism probabilities, while those in table 2 are derived from individual probabilities estimated for each individual in the PSID data used by Ellwood.

Note: Details may not sum to totals due to rounding.

Source: David T. Ellwood, "Targeting 'Would-Be' Long-term Recipients of AFDC" (Princeton, N.J.: Mathematica Policy Research, Inc., January 1986), pp. 5 and 16.

Of the two measures, career lengths may be better indicators of welfare costs and dependency, since they show total time spent on AFDC. At the same time, spell lengths and recidivism rates may provide information about recipients trying to become self-sufficient; short spells and frequent "recidivism" may indicate that recipients want to get off AFDC but are having difficulty doing so.

Some AFDC recipients are more likely than others to have long welfare careers. In particular, mothers who, *at the time they first receive AFDC benefits,*

are young,
have young children,
have never been married, or
have not worked recently,

are more likely than other mothers to receive welfare for many years (see Table 2). In addition, it is quite likely that many long-term recipients have more than one of these characteristics. To the extent that they identify potential long-term AFDC recipients, these characteristics might be used to target programs to promote self-sufficiency among welfare mothers.[3]

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[3] See pages 335–337, below, for further discussion of this issue.

TABLE 2.—DISTRIBUTION OF FIRST-TIME AFDC RECIPIENTS, AVERAGE TOTAL DURATION OF AFDC RECEIPT, AND PROPORTION RECEIVING BENEFITS FOR 10 OR MORE YEARS, BY VARIOUS CHARACTERISTICS

Recipient characteristics at beginning of first spell	Recipients (in percent)	Average duration (in years)	Receiving AFDC for 10 or more years (in percent)
Age:			
Under 22	30	8.2	33
22 to 30	41	7.1	26
31 to 40	12	5.2	15
Over 40	18	5.2	16
Race/ethnicity:			
White	55	6.0	20
Black	40	8.1	32
Other	5	6.9	26
Years of education:			
Under 9	10	6.8	25
9 to 11	38	7.7	29
Over 11	53	6.3	22
Marital status:			
Never married	30	9.3	39
Divorced	28	4.9	14
Separated	32	6.8	24
Widowed	8	4.4	10
Number of children:			
0 to 1 [1]	43	7.7	30
2 to 3	43	6.0	20
Over 3	14	6.8	25
Age of youngest child:			
Under 3	51	8.1	32
3 to 5	23	6.8	24
6 to 10	20	4.5	11
Over 10	7	4.7	12
Work experience:			
Worked in the last 2 years	66	6.5	23
Did not work in the last 2 years	34	8.0	31

[1] In some states, pregnant women with no other children are eligible for AFDC if they meet the income and asset restrictions.

Source: David T. Ellwood, "Targeting 'Would-Be' Long-term Recipients of AFDC" (Princeton, N.J.: Mathematica Policy Research, Inc., January 1986), p. 42.

ENTRY AND EXIT EVENTS

Most AFDC spells in the PSID began with a family change: in 45 percent of the cases, a husband left the family and the mother became the family head, while unmarried women giving birth to children and thus becoming single family heads accounted for another 30 percent of spell beginnings (see the upper half of Table 3). It should be noted that these statistics refer to all AFDC spells of unmarried mothers, both first-time and repeat ones. Because some events are less likely to be the cause of repeat spells—such as becoming a household head as a result of having a baby—the probabilities of given events leading to welfare receipt may differ for the two types of spells.[4] Existing analyses do not address this question, however.

TABLE 3.—DISTRIBUTION OF EVENTS ASSOCIATED WITH ENTRY INTO OR EXIT FROM AFDC BY UNMARRIED MOTHERS

[In percent]

Events Associated with Entry into AFDC [1]	
Change in family structure:	
Wife became female household head	45
Unmarried woman without child became female head with child	30
Change in income:	
Female head's earnings decreased	12
Decrease in earnings of others	3
Decrease in other income	1
Other:	
Increase in family size	3
Family moved	([2])
Unidentified	5
Events Associated with Exit from AFDC [1]	
Change in family structure:	
Female household head became a wife	35
Family no longer had eligible child	11
Change in income:	
Female head's earnings increased	21
Increase in transfer income other than AFDC	14
Increase in earnings of others	5
Other:	
Decrease in family size	2
Family moved	2
Unidentified	9

[1] Events were considered in the order listed. Lower ranked events occurring at same time as higher ranked events were not recorded.

[2] Less than 0.5 percent.

Note: Details may not sum to totals due to rounding.

Source: Mary Jo Bane and David T. Ellwood, "The Dynamics of Dependence: The Routes to Self-Sufficiency" (Cambridge, MA: Urban Systems Research and Engineering, Inc., June 1983), p. 18; and David T. Ellwood, "Working Off of Welfare: Prospects and Policies for Self-Sufficiency of Women Heading Families," Institute for Research on Poverty Discussion Paper 803-86, March 1986, p. 14.

Nearly half of all AFDC exits in the PSID also coincided with family changes. In 35 percent of all cases, the mother got married, while 11 percent of spells ended because the family no longer had an eligible child (see the lower half of Table 3).

Changes in the mother's earnings appear to be much less important causes of AFDC entries or exits. Bane and Ellwood report that only one-eighth of all cases began with a drop in the mother's earnings, and only about one-fifth of mothers leaving welfare had increases in their earnings. These results, however, are due in part to the analytic approach of Bane and Ellwood. They used a hierarchical scheme which looked first for a change in family structure, second for a change in the mother's earnings, third for a change in other income, and finally for any other change. Because they allowed only one classification for each entry or exit, lower ranked events appear to have been less frequent than they, in fact, were. In particular, earnings may play a more important role in ending welfare spells than that indicated in Table 3.

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[4] For example, while nearly one-third of all spells begin when an unmarried woman gives birth to a child and therefore becomes eligible for AFDC, it is much less likely that this would be the cause of a second or subsequent welfare spell.

To examine earnings more closely, Ellwood cross-tabulated events associated with exits and the mother's earnings during the first year off of AFDC (see Table 4). Over 40 percent of all mothers leaving AFDC after a spell of three or more years had earnings of at least $6,000 in 1981 dollars—which, adjusted for inflation, would represent about $7,500 in 1987 dollars—during their first year off the programs; that level of earnings is roughly equal to the poverty threshold for a mother with one child. This group included about one-fourth of cases in which the mother got married and nearly one-fifth of families in which there was no longer a child eligible for AFDC. It is impossible to determine what this means in terms of causality; for example, do mothers have higher earnings after marriage because it is easier to work, or do they first get a job and then get married to someone they met through their work? Despite the lack of answers to such questions, these findings suggest a larger role for earnings than shown in Bane and Ellwood's earlier results.

TABLE 4.—DISTRIBUTION OF EXITS FROM AFDC BY MOTHER'S EARNINGS DURING THE FIRST YEAR AFTER EXIT AND BY EVENTS ASSOCIATED WITH THE EXIT

[In percent of all exits] [1]

Event associated with exit from AFDC [2]	Mother's earnings in first year after exit from AFDC		
	None	Some earnings, but not more than $6,000 [3]	More than $6,000 [3]
Female household head became a wife	16	11	8
Family no longer had an eligible child	6	4	3
Female head's income increased	0	4	17
Other	10	7	14
Total	32	26	42

[1] The values in this table differ slightly from those in Table 3 because cases with missing earnings were excluded.

[2] Events were considered in the order listed. Lower ranked events that occurred at the same time as higher ranked events were not recorded.

[3] Income measured in 1981 dollars. Inflated by the Consumer Price Index, the corresponding cutoff would be roughly $7,500 in 1987 dollars.

Notes: Table entries read, for example, that 16 percent of all exits from welfare were cases in which a female household head became a wife and had no earnings during her first year off AFDC.

Details may not sum to totals due to rounding.

Source: Derived from David T. Ellwood, "Working Off of Welfare: Prospects and Policies for Self-Sufficiency of Women Heading Families," Institute for Research on Poverty Discussion Paper 803-86, March 1986, p. 15.

The Bane-Ellwood analysis provides no direct information about whether families left AFDC because they received larger child support payments, since that event was not specifically identified—instead, an increase in child support would appear in "Unidentified" events. We can conclude, however, that few, if any, welfare spells ended for that reason: at most, 9 percent of exits—that is, all unidentified exists shown in Table 3—would be associated with greater child support, and the number is likely to be much smaller than that.[5] On the other hand, since the PSID data used in these analyses covered the period from 1967 through 1981, they could not reflect any changes in child support payments brought about by the 1984 legislation that strengthened child support enforcement efforts. Subsequent analyses may show a greater role for increased child support payments in ending welfare spells. At the same time, these and future data can speak only to the issue of actual exits from AFDC; they cannot say how many families would move off the welfare rolls *if* child support payments were increased.

Finally, for those women whose earnings were above $6,000 during their first year off of AFDC, the PSID data show that their high earnings did not jump suddenly, but rather built up over time. In particular, it appears that, on average, these women increased both their work hours and their wage rates substantially during their last year on, and their first year off, welfare (see Table 5).[6]

TABLE 5.—EARNINGS, HOURS WORKED, AND WAGES OF UNMARRIED MOTHERS WHO EXITED AFDC WITH EARNINGS ABOVE $6,000

Employment measure	Next-to-last year of spell	Last year of spell	First year after spell
Average annual earnings (1981 dollars)	$4,039	$6,181	$10,008
Average annual work hours	831	1,269	1,844
Average hourly wage (1981 dollars)	$5.03	$5.65	$6.40

Source: David T. Ellwood, "Working Off of Welfare: Prospects and Policies for Self-Sufficiency of Women Heading Families," Institute for Research on Poverty Discussion Paper 803-86, March 1986, p. 23.

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[5] The 9 percent value actually indicates the number of exits that were not associated with any of Bane and Ellwood's selected events. It therefore might understate the fraction of exits that occurred concurrently with a particular—but unspecified—other event.

[6] Most of the rise in earnings was attributable to increased hours worked. Ellwood found that those mothers who exited AFDC with earnings above $6,000 increased their work hours by an average of 122 percent between the next-to-the-last year of a welfare spell and the first year after getting off welfare. By contrast, average wage rates for these mothers grew by only 27 percent over the same three-year period.

EVALUATION

The Ellwood and Bane work is based on a generally accepted methodology developed in other applications, and appears to be well done within the limitations of the data.[7] The basic conclusions are consistent with those of other researchers and with the observations of program administrators, which adds to their credibility. At the same time, the following concerns about the PSID data mean that specific results should be used with caution.

REPRESENTATIVENESS OF DATA

Because of attrition throughout its history, the PSID now has only about half of the families it would have had if all initial families and all their split-offs had been kept. A National Science Foundation study found that, in 1981, the survey was a reasonably accurate representation of the population as a whole.[8] That study did not address the question of whether subgroups such as AFDC recipients were correctly represented, however.

To assess how well AFDC recipients were represented in the PSID, Bane and Ellwood compared the characteristics of AFDC families in the PSID sample in 1977 with data from the 1977 AFDC Recipient Characteristics Study (see Table 6). While the two data sources matched reasonably well in terms of race and age of youngest child, they were quite different for education and employment status of the family head and number of children.

TABLE 6.—CHARACTERISTICS OF THE AFDC POPULATION: AFDC RECIPIENT CHARACTERISTICS STUDY VERSUS PSID, 1977

[In percent of families] [1]

Characteristics	AFDC recipient study	PSID families with children	
		All families with payments	Families with AFDC payments to female head
Race of family:			
White	52.6	50.3	47.8
Black	43.0	42.3	45.1
Other	4.3	7.3	7.1
Education of head (in years):			
Less than 9	19.1	30.2	13.9
9 to 12	75.2	67.2	81.2
Some college	5.6	2.6	4.9
Number of children in family:			
One	40.2	29.4	29.4
Two	27.2	36.2	35.0
Three	16.2	18.3	20.0
Four to six	14.7	14.2	14.6
Seven or more	1.4	2.0	1.0

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[7] See footnote 2, above, for a brief note on methodology.

[8] Sean Becketti and others, *Attrition from the PSID* (Santa Monica, CA: Unicon Research Corporation, November 1983).

TABLE 6.—CHARACTERISTICS OF THE AFDC POPULATION: AFDC RECIPIENT CHARACTERISTICS STUDY VERSUS PSID, 1977—Continued

[In percent of families] [1]

Characteristics	AFDC recipient study	PSID families with children	
		All families with payments	Families with AFDC payments to female head
Age of youngest child (in years)			
0 to 2	33.9	33.2	37.4
3 to 5	23.8	25.2	24.2
6 to 11	27.3	27.7	26.6
12 to 14	8.6	8.3	7.3
15 to 18	6.4	5.6	4.5
Current employment status of head:			
Employed	14.2	28.9	24.1
Looking or laid off	11.5	17.6	14.6
Out of labor force	74.3	53.4	61.3

[1] Data from the AFDC Recipient Characteristics Study in this table are essentially the same as those for March 1977 in Table 7, in spite of apparent differences. For example, while Table 7 shows 11.6 percent of recipients had less than 9 years of education, compared with 19.1 percent in this table, the former also shows nearly 40 percent as "unknown." If only those with known education were included, Table 7 would show 19.1 percent. Other apparent inconsistencies derive from the use of slightly different definitions.

Source: May Jo Bane and David T. Ellwood, "The Dynamics of Dependence: The Routes to Self-Sufficiency" (Cambridge, MA: Urban Systems Research and Engineering, Inc.), June 1983, p. 99.

The differences in education, employment status, and number of children are probably due to the fact that AFDC recipiency units are not identified in the PSID. In particular, when unmarried mothers live with relatives, it is likely that the mothers are not family heads, and therefore the characteristics of the family heads will be different from those of the AFDC recipients. The apparent discrepancy between the two data sources in terms of education of family heads probably results from the PSID's reporting the education of an older relative rather than that of the AFDC mother. Because grandparents are more likely to be household heads than to be heads of recipient units, and are also more likely not to have attended high school, the PSID sample would be expected to show lower educational attainment. Furthermore, AFDC recipients who do not head their own households are likely both to be younger and to have fewer years of schooling than those recipients who are household heads. These assertions are supported by the fact that when only families with AFDC payments to the female head are included, the two data sources are more consistent in terms of educational attainment. At the same time, however, restricting the sample to such families makes the sample look less like the recipient characteristics data when other characteristics—such as the age of the youngest child—are considered.[9]

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[9] Bane and Ellwood included only female-headed families with AFDC payments to the head in the PSID sample they used.

The different numbers of children in AFDC units can be explained similarly. Because children who live with but are not part of an AFDC unit would be counted in the PSID but not in the AFDC Recipient Characteristics Study, the PSID would be expected to show fewer families with one child and more families with two or more children.

The discrepancy between the two data sources in terms of employment status probably stems in part from this same factor and in part from the fact that two different time frames are used in the PSID. A family is recorded as receiving AFDC if it got benefits at any time during the previous calendar year, while employment status is measured at the time of the survey. Consequently, the PSID shows cases in which a mother received AFDC in one year, but was off the program and had a job at the time of the PSID survey, as AFDC families whose heads are employed. To the extent that there are such families, the PSID overstates the fraction of AFDC recipients who are working. By contrast, the recipient characteristics data refer only to families at the time they are getting AFDC, so reported employment rates should be more accurate.

LACK OF INFORMATION ON SUBFAMILIES

At least some of the differences between PSID data on AFDC recipients and program data may be due to the fact that families living with relatives—especially unmarried mothers living with their parents—cannot be indentified on the PSID. While the PSID obtains a wide range of data about the demographic and economic characteristics and the behavior of families, it contains only limited information about particular members of those families. In general, personal information is gotten only for family heads and their spouses; data for all other family members are often combined. For example, the amount of AFDC income received by the head and spouse is reported, but for all other family members, only the total amount of AFDC received by all members is available. Moreover, information about relationships is always given with respect to the family head. This means that it is impossible to identify subfamilies—parents and their children living with other relatives—with certainty.

In particular, this means that young AFDC mothers who live with their parents cannot be identified accurately on the PSID.[10] As a result, Bane and Ellwood's analyses of the PSID omitted such cases. Only when these mothers moved out of their parental households were they counted as beginning AFDC spells. To the extent that they got welfare while living with their parents, both their AFDC spells and their total years on welfare are understated. On the other hand, if many mothers got AFDC only for brief periods and only while living with their parents, omitting their short welfare spells overestimates the average time spent on welfare. Unfortunately, there is no basis for deciding which of these situations is dominant.

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[10] It is possible to determine that a mother living with others got AFDC in some cases, but two conditions must be met. First, the data must indicate that someone other than the household head and the head's spouse received AFDC, and second, the mother must be the only other adult in the household who could have gotten benefits. Bane and Ellwood did not isolate such cases; they elected to consider only those cases in which AFDC went to unmarried women who headed their own households.

SMALL SAMPLE SIZE

The PSID contains roughly 500 cases of unmarried-mother families getting AFDC at some time between 1970 and 1982. This sample is large enough to obtain statistically meaningful results for the AFDC population as a whole, but is too small for analysts to be confident of conclusions about smaller subgroups of recipients. For example, the PSID data should not be used to examine characteristics of AFDC recipients in individual states; no more than 15 percent of AFDC families live in even the largest states. Similarly, the data are likely to be unreliable for relatively small groups such as very young mothers living on their own. Again, this means that general trends are probably portrayed accurately, but details should be viewed with skepticism.

CURRENT RELEVANCE

A final concern is whether any research findings based on the PSID are relevant for current policy discussions. The answer depends on whether today's welfare recipients are similar to, and behave the same as, their counterparts over the period covered by the PSID data—1970 through 1982. While it is impossible to know with certainty, three factors may mean that the two groups behave differently.

First, the AFDC program today is not the same as it was during the 1970s. The changes enacted through the Omnibus Budget Reconciliation Act (OBRA) in 1981 sharply increased the rate at which benefits are reduced as earnings rise. Not surprisingly, this has resulted in many fewer AFDC families having earnings (see Table 7). In addition, benefit levels have declined in real terms, altering the effective eligibility criteria for the program. At the same time, American society has changed, with a larger proportion of families being headed by women, more women working, and generally higher unemployment and poverty rates. All of these factors make it unlikely that welfare recipients in 1987 would act just like those in the 1970s.

TABLE 7.—CHARACTERISTICS OF AFDC RECIPIENTS, 1969–1984

	May 1969	January 1973	May 1975	March 1977	March 1979	Average [1] 1983	Average [1] 1984
Average family size (number of persons)	4.0	3.6	3.2	3.1	3.0	3.0	2.9
Number of child recipients (percent of AFDC cases):							
One	26.6	NA	37.9	40.3	42.3	43.4	44.1
Two	23.0	NA	26.0	27.3	28.1	29.8	29.6
Three	17.7	NA	16.1	16.1	15.6	15.2	15.5
Four or more	32.5	NA	20.0	16.3	13.9	10.1	10.0
Unknown		NA				1.5	0.8
Race/ethnicity (percent of caretakers):							
White	NA	38.0	39.9	41.4	40.4	41.8	41.3
Black	45.2	45.8	44.3	43.0	43.1	43.8	41.9
Hispanic	NA	13.4	12.2	12.2	13.6	12.0	12.8

TABLE 7.—CHARACTERISTICS OF AFDC RECIPIENTS, 1969–1984—Continued

	May 1969	January 1973	May 1975	March 1977	March 1979	Average [1] 1983	Average [1] 1984
Native American	1.3	1.1	1.1	1.1	1.4	1.0	1.1
Asian	NA	NA	0.5	0.4	1.0	1.5	2.3
Other and unknown	4.8	1.7	2.0	1.9	0.4		0.6
Education of mother (percent of mothers):							
Less than 8th Grade	19.0	NA	10.3	6.8	5.1	NA	NA
8th Grade	10.4	NA	6.4	4.8	4.4	NA	NA
1–3 years of HS	30.7	NA	31.7	25.1	20.8	NA	NA
High school degree	16.0	NA	23.7	20.5	18.8	NA	NA
Some college	2.0	NA	3.9	3.0	2.7	NA	NA
College graduate	0.2	NA	0.7	0.4	0.4	NA	NA
Unknown	21.6	NA	23.3	39.4	47.8	NA	NA
Basis for eligibility (percent of children):							
Both parents present:							
Incapacitated	11.7	10.2	7.7	5.9	5.3	3.4	3.6
Unemployed	4.6	4.1	3.7	5.0	4.1	9.2	8.6
One or both parents absent:							
Death	5.5	5.0	3.7	2.6	2.2	1.9	1.9
Divorce or separation	43.3	46.5	48.3	46.9	44.7	38.6	36.2
No marital tie	27.9	31.5	31.0	33.8	37.8	45.5	46.4
Other reason	3.5	2.7	4.0	5.7	5.9	1.4	1.2
Unknown	3.5		1.6				2.1
Mother's employment status (percent of mothers):							
Full-time job	8.2	9.8	10.4	8.4	8.7	1.5	1.2
Part-time job	6.3	6.3	5.7	5.3	5.4	3.4	3.6
Actively seeking work; in school or training	10.0	11.5	12.2	13.8	12.8	19.7	22.2
Age of mother (percent of mothers):							
Under 20	6.6	NA	8.3	8.1	[2] 4.1	[2] 3.6	NA
20–24	16.7	NA			[3] 28.0	[3] 28.6	NA
25–29	17.6	NA	[4] 43.1	[4] 42.8	[5] 21.4	[5] 23.8	NA
30–39	30.4	NA	27.9	24.2	[5] 27.2	[5] 27.9	NA
40 or over	25.0	NA	17.6	17.7	[5] 15.4	[5] 15.7	NA
Unknown	3.6	NA	3.0	7.2	[5] 4.0	[5] 0.3	NA
Age of youngest child (percentage of AFDC families):							
Under 3	35.4	37.6	33.5	33.3	33.9	37.9	37.7
3–5	22.6	22.5	25.2	23.3	21.6	21.7	22.6
6–11	25.4	25.7	26.4	26.8	27.7	24.1	23.9
12 and over	16.6	14.3	14.9	14.7	15.0	14.5	14.9
Unknown	NA	NA	NA	1.9	1.7	1.8	0.9
Median number of months on AFDC during current spell	23	27	31	26	29	26	26

[1] Average monthly figures for the fiscal year.

[2] Under age 19. Includes other caretaker adults if the mother is absent.

[3] Ages 19–24. Includes other caretaker adults if the mother is absent.

[4] Ages 20–29.

[5] Includes other caretaker adults if the mother is absent.

Sources: Congressional Budget Office tabulations of data from the following sources: tabulations from the Office of Family Assistance, HHS; National Center for Social Statistics, AFDC; Selected Statistical Data on Families Aided and Program Operations, NCSS Report H–4(71). 1971; Office of Research and Statistics, Social Security Administration, AFDC: A Chartbook, 1978 & 1979; ORS, SSA, 1979 Recipient Characteristics Study. Part 1, 1982; ORS, SSA, 1983 Recipient Characteristics and Financial Circumstances of AFDC Recipients, 1986; Committee on Ways and Means, Background Material and Data on Programs within the Jurisdiction of the Committee on Ways and Means, 1986; and unpublished statistics from the 1984 AFDC quality control data.

Second, other legislative changes may have affected who goes onto AFDC. Child support enforcement laws have been strengthened; increased payments may have enabled more unmarried mothers to stay off welfare. Similarly, equal opportunity legislation and the growth of labor force participation among women may have increased the chances of female-headed families self-sufficient.

Last, a comparison of the recipient characteristics shown in Table 7 indicates that, as a group, the AFDC population has changed over the last two decades. Between 1969 and 1984, their average family size dropped from 4.0 persons to 2.9 persons, and the proportion of one-child families rose from 27 percent to 44 percent. Significantly more AFDC mothers had never been married (46 percent in 1984, up from 28 percent 15 years earlier). Mothers were younger, on average, with 32 percent under age 25 in 1983, compared with 23 percent in 1969. Finally, employment was much less common among AFDC mothers: 15 percent had jobs in 1969, but only 5 percent worked in 1984.

In spite of this evidence, it is not completely clear that AFDC families behave that much differently than their earlier counterparts. Because of major demographic changes, it is possible that much of what is shown in the characteristics data reflects a change in the composition of the AFDC population and not a change in the behavior of any particular type of recipient. The population bulge due to the baby boom may have caused the increase in the fraction of AFDC mothers who are young, for example. To the extent that young mothers have always behaved differently from their older counterparts, this shift in the age composition of the AFDC population would show up as apparent changes in behavior of welfare recipients as a whole, even if individual age groups acted the same in 1984 as they did in 1969. Furthermore, even if current recipients do act differently, the general patterns of behavior shown in the PSID may still be relevant, although the specific details may not be.

USEFULNESS OF FINDINGS FOR TARGETING PROGRAMS

To the extent that this research identifies characteristics that indicate which AFDC recipients are most likely to get benefits for extended periods (see Table 2 above), it might be possible to use those characteristics to target programs to promote self-sufficiency among welfare mothers. For example, since unmarried mothers under age 22 are more likely than their older counterparts to be long-term recipients, training programs might be provided primarily for the younger group. At the same time, it must be recognized that the categories used in Table 2 were chosen arbitrarily and may not be the best way to identify potentially long-term recipients. Even though those under age 22 are more likely than others *as a group* to get AFDC for 10 years or more, for example, they may not be significantly more likely to do so than recipients who are age 23 or age 24. These characteristics should be thought of as general—not specific—indicators of who will be long-term recipients.

The potential problems with using the specific categories given in Table 2 to identify those most likely to be long-term AFDC recipients are demonstrated in Table 8, which compares the differences in the average lengths of welfare careers between alternative divisions of welfare families. The Ellwood categories for age of mother, for example, indicate that unmarried mothers under age 22 are most likely to have AFDC careers lasting at least 10 years and to have the longest average spell lengths; about one-third of these youngest mothers will have long spells, compared with just over one-fifth of all other AFDC mothers, and their average spells will last just under 2 years longer (see Table 8). If age 30 is used to divide young from old mothers, however, the differences between the two groups are greater: young mothers are almost twice as likely as older mothers to have long spells, and their spells will average nearly 2.5 years longer. Using alternative aggregations can thus generate greater differences between recipient subgroups. This example does not imply that the alternative division is preferable; it is still the case that the youngest mothers, as a group, are most likely to be long-term recipients, more likely than any of the aggregated groups. At the same time, it does demonstrate the possible pitfalls of using the arbitrarily chosen divisions of any particular research work.

TABLE 8.—EFFECTS OF USING ALTERNATIVE GROUPINGS ON LIKELIHOOD OF LONG-TERM AFDC CAREERS AND ON AVERAGE SPELL LENGTH

Characteristic	Long-term careers [1] (in percent)	Average career length (in years)
Age of mother (in years):		
Under 22	32.8	8.2
22 and over	21.5	6.3
Difference	11.3	1.9
Under 31	28.8	7.6
31 and over	15.5	5.2
Difference	13.3	2.4
Marital status:		
Never married	39.3	9.3
Separated: Divorced or widowed	18.3	5.7
Difference	21.0	3.6
Separated or never married	31.5	8.0
Divorced or widowed	12.9	4.8
Difference	18.6	3.2
Age of youngest child (in years):		
Under 3	31.9	8.1

TABLE 8.—EFFECTS OF USING ALTERNATIVE GROUPINGS ON LIKELIHOOD OF LONG-TERM AFDC CAREERS AND ON AVERAGE SPELL LENGTH—Continued

Characteristic	Long-term careers [1] (in percent)	Average career length (in years)
3 and over	17.4	5.6
Difference	14.5	2.5
Under 6	29.6	7.7
6 and over	11.6	4.6
Difference	18.0	3.1

[1] Welfare spells lasting at least 10 years.

Source: Congressional Budget Office calculations based on data in David T. Ellwood, Targeting "Would-Be" Long-Term Recipients of AFDC (Princeton, N.J.: Mathematica Policy Research, Inc., January 1986), p. 42.

What Conclusions Can Be Drawn?

Despite the limitations of the PSID data, the consistency of results across different analyses and their agreement with other information about welfare recipients lend confidence to a few general conclusions:

Welfare spells are most likely to begin with marital disruption or the birth of a child to an unmarried mother, rather than with a loss of income or the death or disability of a parent.

Unmarried mothers are more likely to receive welfare for long periods if, *when they first go onto welfare,* they are young, have never been married, have no recent work experience, or have very young children.

Welfare spells are most likely to end when the mother marries or no longer has eligible children living with her. Increased earnings may also be important; they often accompany family changes, and it is difficult to determine which is the cause. In addition, when earnings seem to matter, they appear generally to have risen gradually over a period of years rather than to have increased suddenly.

What Is Not Known

Shortcomings of the PSID for examining welfare receipt and constraints of analytical methodologies limit what can be known about AFDC recipients. Two particular gaps stand out:

Specific characteristics that best predict long-term recipiency are uncertain. For example, while the analysis shows that younger mothers are more likely than older mothers to get welfare for long periods, we do not know what age best differentiates "younger" from "older." As a result, the use of these results to target programs for long-term recipients should be undertaken with caution.

While the results may provide good general indicators of how particular groups of AFDC recipients will behave, we know only about the average behavior of group members; we do not know how much variability there is among individuals in each group. Because there could be significant differences among recipients, it may be important to allow flexibility in program rules.

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